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ABSTRACT

Extensive appendices constitute the major portion of this document detailing the organizational history of the Central Office of the Bureau of Indian Affairs (BIA) and its Office of Indian Education Programs during the reorganizational period of 1966-74. A brief summary of this period in the BIA includes the following major points: the Headquarters organization has been unstable for five years; was studied extensively; and the ultimate structure carefully reviewed; Central Office was to have fewer employees and was to perform a policy development and fiscal role, transferring all operational functions to Area Offices and engaging in reduction-in-force; the Office of Indian Education Programs was organizationally confused with overlapping functions and involvement in operations; the Commissioner stated that Indian services superceded organizational structure among BIA priorities. The appendices include: Memos Re: Department Manual 130 DM 2-8, Revised Functional Statements, Justification for Over-Ceiling Positions-Education; Meeting of Special Committee for Realignment of Central Office; Central Office Realignment 1973 and 1974; and Policy Statements Relating to the Development of Realignment; Office of Indian Education Programs; Central Office Education Functions/Organization; Central Office Preliminary Proposal; Central Office Education and the Indian Education Resources Center; "The Field Location of Central Office Personnel of the BIA Office of Education Programs". (JC)

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THE ORGANIZATION OF THE OFFICE OF INDIAN EDUCATION PROGRAMS

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Commissioner of Indian Affairs

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Acting Director of Indian Education Programs

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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BUREAU OF INDIAN AFFAIRS
Washington, D.C. 20245

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July 1, 1974
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July 1, 1975

RC009533

INTRODUCTION

There continues to be a need for information concerning the organization of the Central Office of the Bureau of Indian Affairs, with special emphasis on the Office of Indian Education Programs. This document, which is little more than a collection of official papers and reports of the Bureau of Indian Affairs, reflects the background to the organizational structure of the BIA as it was ordered by the Secretary of the Interior in the spring of 1973 and as it became in the summer and fall of 1974.

It is important to emphasize Commissioner Thompson's statement which was made before the Senate Committee during his Confirmation Hearings. (See page 2 for an excerpt). Commissioner Thompson expressed the position that the important business of the Bureau is efficiency in delivering services to Indians, as contrasted to discussions and efforts devoted to the organizational structure of the BIA. While organizational structure can be important, it is secondary to the job to be done. Organizational structure does not in itself determine the quality of services for the government or for any other large institution. Nonetheless, since there continues to be an interest in the organization of BIA, this document seemed important and is being made available to those who wish to review the background concerning how the BIA, Central Office, organizationally, got where it is today.

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THE ORGANIZATION OF THE OFFICE OF INDIAN EDUCATION PROGRAMS

This paper has been developed in order to show the basis for decisions that have been made coincident to an organizational structure for the Office of Indian Education Programs of the Bureau of Indian Affairs.

Historical Antecedents: The Central Office function of Education for BIA had a relatively stable structure from about 1954 - 1956. Organizational changes started in 1966 and continued throughout the next eight years. The first strong opportunity for a stable structure since 1966 has emerged with the release on May 22, 1974, of the Departmental Manual 130 DM 2 - 8 (Appendix A). Suffice it to state that since Dr. Carl Marberger assumed the position of Assistant Commissioner in 1966, the Office of Indian Education Programs has been in the process of "reorganizing."

To describe this ongoing reorganization and upheavel in detail would go far beyond the needs of this paper, though this can be done if it is thought pertinent to the current situation. The Education organization is better understood in relationship to the general situation in the Central Office of the BIA.

BIA Headquarters Organization: Commissioner Louis R. Bruce proposed an organizational structure that was never realized. His structure conceived Education as little more than a Branch, yet the reality of need demanded that it be greater than this concept. The organization was never implemented, primarily because it did not appear to meet the need of the Bureau. Since this structure had problems, it was studied by an Inter-Agency group and they produced the "Preston Report." The Preston Report described the problems of the BIA especially as related to the breakdown in communications and what should have been done to correct it. Shortly thereafter, the BIA building in Washington was sacked and the BIA went along without a Commissioner for almost a year. During this time, another study of the Central Office was undertaken and another report was provided. All of this general activity regarding organization has had a decided and profound effect on Education and the decisions made which lead up to the current situation.

At the time that Commissioner Thompson was being considered for his post, the issue of organization was acute and was a subject brought up at his confirmation. At his Confirmation Hearings, Commissioner Thompson said:

> The right of Indians to expect an efficient and responsive Bureau is very important. It is unfortunate, however, that in recent months, concern with reorganization and realignment appears to have been elevated to a high mission status. Even more unfortunate is that this high concern for organizational changes has somewhat diverted valuable resources and attention from what should be the Bureau's top priorities.

There were some threads of continuity which persisted through the various committees and Task Forces conducting studies of the BIA Headquarters organization and these have had an overall influence on decisions made. They are important and need to be stated.

First, there was general agreement that decision making for operations should be a function of the Field Offices. The Central Office should focus on policy development and standards, much like a state department of education regarding the Bureau's Education activity.

Second, this type of general role should need fewer employees than was being allowed.

There is reference above to some of the studies that have been made in recent times. Special note is made of a general effort that is represented by the *work of a special committee which concluded its work in the Spring of 1973 (May 1973, Tucson Report, Appendix B). This had the involvement of a number of bodies of individuals including the National Tribal Chairman's Association, Departmental personnel, Central Office BIA, and BIA Field personnel. The results of this are reflected in the report, "Central Office Realignment." (Appendix C).*

A review of this report will provide a better understanding to the antecedents leading up to the May 20 Departmental Manual Release. This report investigates in depth some of the issues of organization that have subsequently become the basis for current actions. It deals at length with the methods for reducing the size of staff. It points out the obvious management efficiency to be achieved by a clearer division of labor between Area and Central Offices. The Central Office should deal with policy (program) and the Areas should deal with operations. The report also makes definite recommendations regarding the relative sizes of the program units of the Central Office. These recommendations were largely followed throughout the reorganization process. The only differences between the 1973 Report recommendations and those released in May by the Department concern the immediate office of the Commissioner. Otherwise, it was closely followed.

The Organization of Education: It has been pointed out above that the organization of the BIA Central Office has antecedents stretching over a period of years. This same condition applies to the Office of Indian Education Programs. A recent and succinct explanation of the changes has been developed and is presented in Appendix D.

One guideline which influenced decisions regarding the organization of Education was that which called for the Central Office to focus on policy development and guidance. In essence, this can be translated into activities related to program direction and fiscal matters. One of the main responsibilities of the Central Office concerns the budgetary process and gaining support for adequate funding of programs. When translated into organizational structures for the Education unit, there was a determination to assign the fiscal-professional liaison functions to the Washington based staff and the program concerns to the Field located (Albuquerque) based staff. This followed closely the recommendations of the Committee Report referred to above.

Another guideline taken from the various studies related to the scattered effect that was in existence throughout the BIA Central Office, Education was often cited as a prime example of the scattered effect. It was strongly recommended that this be reduced and that the organization be streamlined. The following diagram illustrates how the Central Office Education looked a short while ago.

The diagram illustrates that the Central Office was:

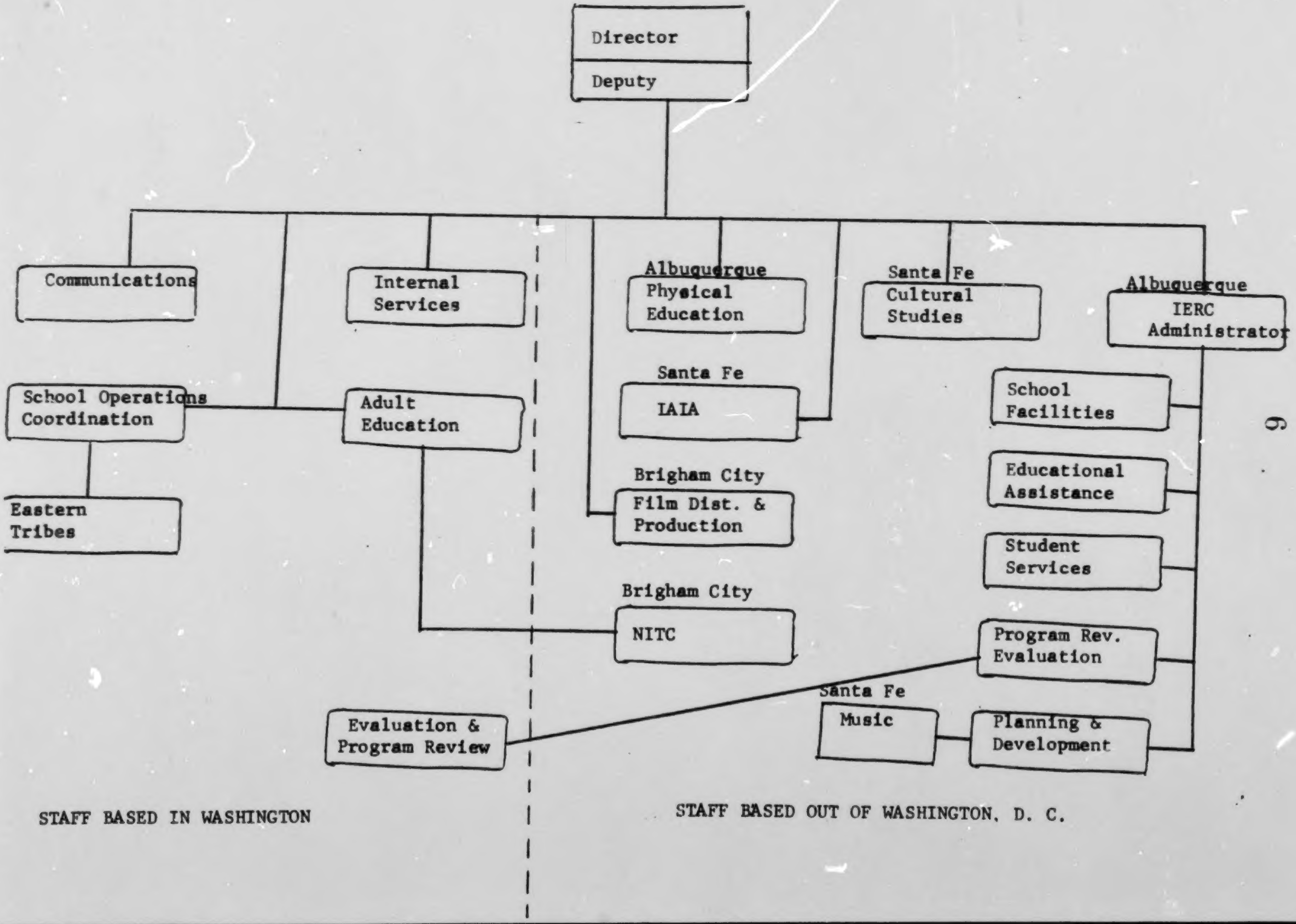
Involved in operations

Located in four different cities, creating poor supervision, inefficiency and waste.
Lacked definition with overlapping functions

You will find in the attached Appendix the reports that for the most part deal with the problems inherent in the above diagram. Basically the reduction of Central Office Education staff was considered a vital part in the process of implementing the policy of self-determination for Indian People. It was to contribute to this policy in the following ways:

(1) Operational activities and decision making were to be removed from the Central Office and placed in the hands of Area, Agency, and school personnel who were in close, daily contact with Indian People.

OFFICE OF INDIAN EDUCATION PROGRAMS, January 1973


Director
Deputy
Communications
Internal Services
School Operations Coordination
Adult Education
Eastern Tribes
Evaluation & Program Review
Albuquerque
Physical Education
Santa Fe
IAIA
Brigham City
Film Dist. & Production
Brigham City
NITC
Santa Fe
Cultural Studies
Albuquerque
IERC Administrator
School Facilities
Educational Assistance
Student Services
Program Rev. Evaluation
Santa Fe
Music
Planning & Development
STAFF BASED IN WASHINGTON
STAFF BASED OUT OF WASHINGTON, D. C.

(2) Monetary savings would accrue from the reduction and be made available for basic program needs in keeping with community and tribally determined priorities.

(3) Central Office staff, freed from operational responsibilities, could focus on the evaluation, review and analysis of Indian Education programs and advising the Commissioner on needs, new program directions, standards, and policy matters.

(4) A trimmer Central Office staff with redefined roles will help to reduce duplication of effort and will avoid the usurpation of line authority.

It is appropriate at this point to discuss in detail some of the decisions made relative to the details of the organization of the Education Office. Of primary concern must be the loss in staff.

Perhaps the best answer to the question of why losses in staff have occurred in the realignment of specific places is to realize that staff losses follow function losses. The following table illustrates the point for the Office of Indian Education Programs.

TABLE ONE

LOST ACTIVITIES	LOCATION
Legislative Liaison	Washington, D.C.
School Operations (Services to Eastern Tribes and to IAIA)	Washington, D.C.
Adult Training Operations	Brigham City, Utah
Teacher Recruitment	Albuquerque, N.M.
Speciality Programs (Physical Education and Cultural Studies)	Albuquerque, N.M., and Santa Fe, N.M.

In addition, a slimmer organization required a consolidation for efficiency sake. This meant that two Divisions with small staffs located at a distance were re-structured to one location. Specifically:

- Evaluation, Research, and Development, all in Albuquerque instead of Albuquerque, Santa Fe, and Washington
- Continuing Education, all in Albuquerque instead of Albuquerque, Brigham City, and Washington

The initial allocation of positions to Education reflected that Education went from a position ceiling of three years ago of approximately 150 to 56 (See Appendix J for figures describing all Central Office reductions). All during the winter and spring of the 1974 Fiscal Year, the organization of Education was discussed within the 56 position ceiling. Much serious thought was given to a redefinition of functions and identification of the types of positions needed within such a limited number. Appendices E and F, and G are papers dealing with this topic. These documents deal in detail with the organization of the Office of Indian Education Programs.

Additionally, during the Spring of 1974, meetings were held from time to time to discuss the details of the realignment. Since Education was destined to receive a substantial cut in personnel, an additional in-depth analysis of functions was made. Again, a major criterion used in the realignment concerned the basic role of the Central Office in relationship to policy development and fiscal matters. Operations were to be transferred to the Field. A special study taking yet another look at some of the same losses in function that would result in changes such as were being proposed. (Appendix H).

In early April 1974, the Acting Directors and Directors met with the Commissioner to review the situation. It was at this meeting that the need for additional ceiling for Education was recognized (Appendix I). As a result of this effort, an additional 19 positions were requested by the Commissioner and granted from the Department for Education.

Position descriptions were developed for the number of positions allowed and a grade suggested for them. A representative of Education worked with Personnel on this task. It was attempted to develop a common description for the position of Education Specialist, GS-1710-12/13/14. The Branch of Personnel said this could not be done so, where needed, positions descriptions were developed to coincide with the new structure.

Personnel then reclassified all of the old and new position descriptions. In many cases this has resulted in several of the positions being downgraded even though the functions were identical to the ones previously performed and the place in the organization remained the same. To our knowledge, none of the positions have been upgraded.

The Branch of Personnel also used old position descriptions to firm up and to describe functions so that classification standards could be applied. The Branch of Personnel made changes in the position descriptions submitted to achieve this. Some ofthe position descriptions they developed are in error in terms of functions to be performed.

Please see Appendix G for the initial list furnished with grades suggested.

To Summarize:

- The BIA Headquarters organization has been unstable for five years
- There was much studying of the organization
- The structure ultimately decided upon had considerable review

- The Central Office was to have fewer employees
- The Central Office was to perform a policy development and fiscal role and to transfer all operational functions to Area Offices
- The method selected to reduce staff was Reduction-In-Force
- The Office of Indian Education Programs was organizationally confused with overlapping functions and involvement in operations
- The Commissioner of Indian Affairs, Morris Thompson, placed the organizational structure of the Bureau in a priority lower than services to Indian patrons

In Summary:

The Central Office of the BIA has gone through a period of change in Commissioners and other key personnel for almost eight years. The effects of change have been unfortunately demoralizing to staff members. Strength has been gained by increased tribal input and consideration for self-determination. These strengths have been molded by Mr. Thompson as Commissioner and we now face a time of new stability as realignment takes place.

The well studied and thought out decision to cause the Central Office to change roles is being put into effect. The old role of actual operations is now left to the Field level representatives of the Commissioner with Central Office staff properly concerned with policy development and guidance and fiscal accountability.

In order to accomplish the goals of the administration and the Commissioner, a change in function has to be followed by a change in position descriptions and numbers of employees. The change calls for less employees in the Central Office --and the carefully thought out decision to accomplish this is the Reduction-In-Force procedure. This RIF has to affect employees, some adversely. This is a matter for concern and deserves close attention so that no employee is unnecessary affected.

The Office of Indian Education Programs, along with the rest of the Central Office, has had overlapping functions and considerable involvement in operations. This is rapidly disappearing and we are quickly focusing on the major target: Services to Our Indian Patrons.

In conclusion, there has been some interest regarding the two primary locations, Washington, D.C., and Albuquerque, New Mexico, of the Central Office Education. Having two locations for the Central Office Education is not new. Such an arrangement was started in about 1950 and has continued uninterrupted since then. For more details concerning this feature of BIA organization please refer to Appendix K and Appendix L.

APPENDIX A

United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
WASHINGTON, D.C. 20245

IN REPLY REFER TO:

May 22, 1974

Memorandum

To: All Central Office Employees

The organizational alignment of the Central Office of the Bureau was signed by Secretary Morton on May 20, 1974. This alignment is designed to implement goals outlined in Secretarial Order 2954 - namely, transferring day to day operational activities of the Bureau to field offices, reducing non-essential Central Office support staff, increasing the effectiveness of the delivery system of services to Indians and focusing organizational effort on Indian trust responsibilities.

The new structure of the Central Office will include the Office of the Commissioner, Congressional and Legislative Affairs staff, Public Information staff, Intergovernmental Relations staff, Policy Planning staff, and Office of Administration. The mission program organizations are: the Office of Indian Services, the Office of Tribal Resources Development, the Office of Trust Responsibilities, and the Office of Indian Education Programs.

Under this plan, the number of positions available to carry out essential Central Office functions is 787. As of April 30, 1974, the Central Office had 846 employees. This means that 59 employees are in positions that will be surplus to those provided for in the new organization. Approximately 70 additional employees will be adversely affected due to the transfer of certain functions to the field and the establishment of new program functions.

The Bureau management will still be one of decentralized operations with close coordination between Central Office and field officials and with strong direction and policy guidance by the Commissioner.

The following Central Offices in the field that supported headquarters functions will be discontinued: Forestry Service Center (Denver, Colorado), will be absorbed by the Portland Area Office; Indian Technical Assistance Center (Denver, Colorado), and Plant Management

(OVER)

Engineering Center (Denver, Colorado), functions will be transferred to the Division of Facilities Engineering in Albuquerque; National Indian Training Center (Brigham City, Utah), whose function will be transferred to the Haskell Indian Junior College, Lawrence, Kansas, and Plant Design and Construction (Albuquerque, New Mexico), will be absorbed by the Division of Facilities Engineering.

The changes, with realignment of functions, will require the invoking of Reduction in Force (RIF) regulations. The following actions will be taken in a way to insure that employees whose jobs are affected will suffer as little as possible:

1. Selective freeze of all BIA field openings in certain categories -- for example, engineering -- for which employees that are expected to be displaced from one job can be considered.

2. Within the Bureau vigorous placement in field positions of adversely affected employees.

3. A request has been made for the outplacement of affected employees with other Bureau and Offices of the Department of the Interior.

4. Positive efforts will be made by the personnel offices for outplacement in other Federal agencies.

5. We are requesting authority from the Civil Service Commission for the use of voluntary early retirement which will permit employees who wish to retire early to do so.

6. Where employees are not placed in the new organization or not placed elsewhere immediately, they will be continued on the rolls and given appropriate meaningful assignments until such time as they have at least been given reasonable offers of opportunities for reassignment.

The staffing of the new organization will be completed through the reduction-in-force roster procedure. Employees will be placed in the new organization in accordance with Civil Service regulations for reduction-in-force. Indian preference will be recognized by placing the Indians at the top of the retention register in the same subgroup.

Additional personnel information will be given through group discussion mettings for all employees which will be scheduled promptly. Personnel discussions will be provided by the regular personnel servicing offices.

DEPARTMENTAL MANUAL

TRANSMITTAL SHEET

PART 130 DM 2-8	SUBJECT ORGANIZATION	RELEASE NUMBER 1640
FOR FURTHER INFORMATION, CONTACT Bureau of Indian Affairs	Bureau of Indian Affairs	DATE MAY 20 1974

EXPLANATION OF MATERIAL TRANSMITTED:

This release publishes the organization of the Bureau of Indian Affairs established by Secretarial Order 2954 dated May 11, 1973, in the Departmental Manual. It also describes the subordinate organizational units within each of the directorships established by the Secretarial Order. Secretarial Order 2954 was designed to transfer day-to-day operational activities of the Bureau of Indian Affairs to the field, reduce nonessential Central Office support staff, and increase the effectiveness of the delivery system for service to Indians. Adjustments and refinements have been incorporated to respond to the comments and views of Indian leaders and other interested parties where such changes were considered to be an improvement over the original plan.

Rogers C B Morton
Secretary of the Interior

FILING INSTRUCTIONS:

Remove:	Insert:
130 DM 2 (2 sheets)	130 DM 2 (1 sheet)
Organization Chart (1 sheet)	Organization Chart (1 sheet)
130 DM 3 (1 sheet)	130 DM 3 (1 sheet)
130 DM 4 (1 sheet)	130 DM 4 (1 sheet)
130 DM 5 (2 sheets)	130 DM 5 (1 sheet)
130 DM 6 (1 sheet)	130 DM 6 (1 sheet)
130 DM 7 (1 sheet)	130 DM 7 (2 sheets)
130 DM 8 (1 sheet)	130 DM 8 (1 sheet)
Map (1 sheet)	Map (1 sheet)
130 DM 9 (1 sheet)	
130 DM 10 (1 sheet)	

.1 Overall Organization. The overall organization of the Bureau of Indian Affairs consists of a headquarters in Washington, D. C., Area offices, and subordinate field installations located throughout the country. The Commissioner of Indian Affairs is the chief executive of the Bureau. Each Area office is under the supervision of an Area Director who also supervises several field installations.

.2 Headquarters Organization. The Bureau headquarters consists of the Office of the Commissioner, which includes four component organizational units as described below; four mission-oriented program offices as described in Chapters 3 through 6; and one administrative support office as described in Chapter 7. Day-to-day operations are carried on by the Bureau's Area and other field offices.

The functions of the headquarters organizational components are to assist the Commissioner in the exercise of management control over the operation of the Bureau. Specifically, the Central Office components: (1) coordinate and assist in the development of Bureauwide policies, programs, budgets and justifications; (2) develop Bureauwide legislative programs and reports; (3) carry on liaison with other Federal agencies and national Indian organizations regarding Indian programs and needs; (4) monitor and evaluate the performance of the field establishment; (5) participate in periodic and special management and program reviews of field operations; and (6) advise the Commissioner on Bureau programs, policy matters and regulations, and on specific items or cases.

.3 Office of the Commissioner. The Commissioner of Indian Affairs establishes policies, directs total operations, and represents the Bureau in dealings with Congress, the Department, other Federal agencies, the Indian people, and the public. He is assisted in these functions, particularly in the internal management of the Bureau, by a Deputy Commissioner; and by Assistants to the Commissioner who perform a variety of tasks which require focus within the immediate Office of the Commissioner. This office controls the flow of sensitive and priority correspondence throughout the Central Office.

A. The Congressional and Legislative Affairs Staff reviews and coordinates all legislative development and congressional relations activities of the Bureau. It provides legislative research and staff assistance in planning, developing, and drafting legislation. It reviews and analyzes the legislative needs of the Bureau and tribes, and prepares and reports on legislative proposals affecting Indians and Indian tribes as well as Bureau operations.

B. The Intergovernmental Relations Staff serves as a coordination point for liaison with other Federal agencies at the national and regional council level and the national headquarters of organizations of state and local government officials in order to promote active consideration of the needs of Indian people in the administration of Federal programs. It identifies and maintains information on Federal financial and technical resources available to Indian people. It serves as the focal point in the Bureau for international Indian affairs. It also serves as a focal point for developing information for the Indian people on the availability of assistance programs, the eligibility requirements and the benefits to be received from the programs.

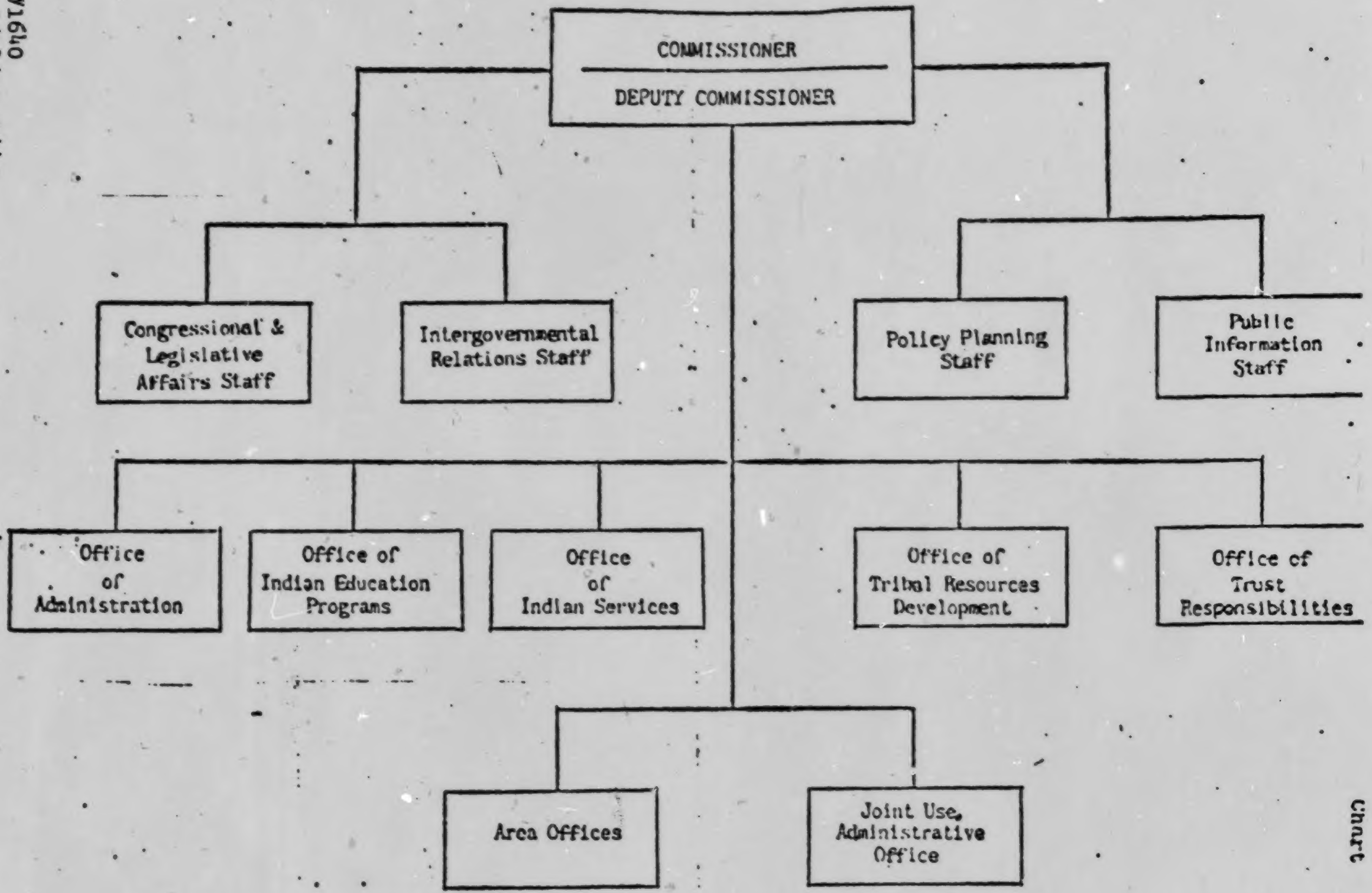
C. The Policy Planning Staff at the direction of the Commissioner, develops and defines the Bureau's mission, policies and objectives including developing long range plans and objectives in coordination with Bureau activities such as legislation, budget, and evaluation processes; identifying strategic problems requiring resolution or study; developing Bureauwide forecasts and innovative planning for future Bureau requirements and needs; performing special studies and evaluations to insure that the Bureau's mission, policies and objectives reflect the future needs of the Indian people and the Bureau.

D. The Public Information Staff maintains liaison with the media, the public, and other Federal and State agencies. It prepares speeches, and articles for key officials in the Bureau, news releases on major developments, general publications, and audio visual materials in support of the Bureau's mission; and special materials as required to provide closer and more timely communication with Indian groups. It prepares special material to be used as correspondence aides in answering repetitive public inquiries on current and historic issues. The Public Information Staff is headed by a Chief of Public Information who reports directly to the Commissioner of Indian Affairs. The staff serves as information consultants to other top officials of the Bureau. The Office maintains a functional relationship with the Office of Communications, Department of the Interior and with all public information related activities in the Bureau.

Chart

ORGANIZATION

BUREAU OF INDIAN AFFAIRS


COMMISSIONER
DEPUTY COMMISSIONER
Congressional & Legislative Affairs Staff
Intergovernmental Relations Staff
Policy Planning Staff
Public Information Staff
Office of Administration
Office of Indian Education Programs
Office of Indian Services
Office of Tribal Resources Development
Office of Trust Responsibilities
Area Offices
Joint Use, Administrative Office

5/20/74 #1640
Replaces 5/18/72 #1445

.1 The Office of Indian Services is responsible for providing staff support to the Commissioner in the development and management of Bureau programs designed to promote the welfare and development of individual Indians and Indian communities, assist tribes in developing local governmental services for Indian communities and assist tribes in developing their capabilities for self-government. These programs include Social Services, Housing, Law Enforcement, Tribal Government, and Tribal Planning.

The Office of Indian Services plans, develops, monitors, and evaluates programs, policies, standards, procedures, and feedback systems for its assigned programs; participates in the allocation of Bureau resources for respective program operations; and makes recommendations to the Commissioner for necessary changes or adjustments in the program and in its implementation.

A. The Division of Housing Services provides staff assistance to the Director regarding Bureau programs to provide and improve housing for Indians in Indian areas. The Division also maintains liaison with the Central Office of the Department of Housing and Urban Development on housing and other HUD programs to achieve the greatest possible potential benefits to Indians and their communities. In addition, the Division maintains liaison with the central office of the Indian Health Service to assure the coordination of the sanitation facilities construction program with the housing production and improvement programs in Indian areas.

B. The Division of Law Enforcement Services provides staff assistance to the Director regarding Bureau programs designed to provide law enforcement services. This includes programs related to law enforcement, the provision for training of personnel in police work, enforcement of trading regulations, enforcement of hunting and fishing regulations, and the coordination of such programs with the central offices' of other agencies.

C. The Division of Social Services provides staff assistance to the Director regarding bureau programs designed to provide Social Services to assist Indians and Indian communities in coping with social problems and to better utilize and develop community resources. The programs include financial assistance for needy Indians living on reservations; arranging foster care for dependent, neglected and handicapped Indian children; referral of Indians to local and State agencies for assistance where appropriate; prevention services in both adult and juvenile crime; both individual and family counseling services; community organizational services to improve the lives of Indian people; and assistance to tribes in the development of tribal social services programs and tribal work experience programs for employable recipients of assistance.

D. The Division of Tribal Government Services provides staff assistance to the Director regarding Bureau programs relating to tribal special services, tribal management services, and tribal enrollment services. This involves providing advice and assistance in areas of tribal judicial systems, tribal extension services, tribal government activities and procedures, tribal and judgment rolls, and enrollment appeals requiring action by the Commissioner or the Secretary of the Interior.

E. The Division of Tribal Planning Services provides staff assistance to the Director in providing guidelines to generate inherent tribal long-range and program planning capability. It provides staff leadership in the development, programming and funding of comprehensive plans reflecting the socio-economic and other needs as stated by individual tribal communities. It provides technical direction through the Director of Indian Services to field personnel who provide direct planning services to Indian tribes. Promotes consideration of youth and aged needs in comprehensive tribal plans.

.1 The Office of Tribal Resources Development is responsible for providing staff support to the Commissioner in the development and management of Bureau programs to provide technical and financial assistance to enhance the economic development of Indian reservations and their people. The Office includes programs designed to assist Indian tribal organizations and individuals in (1) business enterprise development, with strong emphasis on Indian ownership and entrepreneurship;
(2) securing credit and financing from conventional and governmental sources to finance all sorts of Indian economic self-development, including loans for resources and business development, housing, public utility facilities, education, and other purposes;
(3) qualifying for, finding, and occupying jobs both on and off reservation, consistent with the needs, capabilities, and aspirations of Indians; and (4) providing management and technical services associated with roads construction and maintenance programs.

The Office of Tribal Resources Development plans, develops, monitors, and evaluates programs, policies, standards, procedures, and feedback systems for its assigned programs; participates in the allocation of Bureau resources for respective program operations; and makes recommendations to the Commissioner for necessary changes or adjustments in the program and in its implementation.

A. The Division of Indian Business Enterprise, provides staff assistance to the Director regarding Bureau activities designed to assist the Indians in business enterprise development on Indian reservations. This is encouraged and assisted through various programs of technical and financial aid including but not limited to: (1) assistance in the development of specific commercial and industrial enterprises with emphasis on Indian ownership, entrepreneurship, and employment; (2) specialized assistance to identify, evaluate and publicize Indian enterprise development opportunities and Indian commercial and industrial resources potentials; (3) professional guidance in business enterprise development, planning and management counseling; (4) inducement of manufacturers and businessmen to locate on or near reservation areas; (5) assistance in development of resource oriented agricultural, mineral and other facilities; (6) economic research and technical assistance such as market analyses, feasibility determinations, short and long-range business development plans, and reservation resources inventories of natural, human and capital assets.

B. The Division of Financial Assistance provides staff assistance to the Director regarding specific programs designed to aid Indians in obtaining adequate capital for development of Indian resources, and to provide credit and financing services to Tribal organizations and individual members. This includes services to obtain funds from conventional and governmental sources to finance all types of Indian economic self-development, including loans for housing, education, and Indian governmental purposes, and in the investment and use of their own moneys for the same purposes. The programs include incentive provisions; financial counseling and analysis; and organizational, accounting, and management services. Also, the Division administers Revolving Loan Fund programs for the Bureau and assists in the establishment, supervision and financing of lending programs for Indian organizations. The Division includes a credit examining staff located in Denver, Colorado.

C. The Division of Job Placement and Training provides staff assistance to the Director regarding Bureau programs leading up to the development of job opportunities, on the job training, and other services needed to enable Indian individuals seeking work to secure and retain suitable employment. The programs involve a variety of activities related to direct employment services on an off reservation, including administrative management contracts with tribal governments, internship programs with private industry and governmental bodies, specialized training with federal and state agencies, and professional guidance to Indian tribes in assisting the development of their manpower potential. This would include administering and coordinating Indian Action Team contracts. The Division acts as liaison with other federal agencies conducting activities that have direct bearing on Indian manpower development resources.

D. The Division of Transportation provides staff assistance to the Director regarding Bureau programs for analysis, design, construction, and maintenance of roads, bridges, airfields, and other transportation facilities with the ultimate objective of enhancing reservation economics and services to Indian and Alaska Native people. The Division includes a technical support staff in Albuquerque, New Mexico, which provides the Area and Agency Offices with computer operated design, inventory equipment and project cost management services.

.1 The Office of Trust Responsibilities is responsible for providing staff support to the Commissioner in the development and management of programs relative to the Bureau's trust and legal responsibilities. This includes (1) the protection of the rights of Indians in their trust property and those rights affecting trust property that are afforded by tribal sovereignty; (2) the exercise of the authorities vested in the Secretary of the Interior by various laws concerning Indian trust property and for providing to Indians the services necessary for them to make decisions required of them in the application of these various laws; and (3) administration of those programs which are provided to facilitate the trust.

The functions regarding the protection of the rights as cited in (1) above are performed in the Office of the Director. This encompasses (a) all matter involving rights which include water rights, land titles, boundary disputes, trespass, hunting and fishing rights, contractual rights, the rights afforded by tribal sovereignty which include tax immunity or exemption, and the right to regulate hunting and fishing, zoning and other land use; (b) liaison between field offices and the Department on specific cases to bring about an administrative or judicial solution; (c) provision of technical expertise in preparation of legislation and legislative reports; and (d) a Westwide Water Study unit located in Denver, Colorado.

The Office of Trust Responsibilities plans, develops, monitors, and evaluates programs, policies, standards, procedures, and feedback systems for its assigned programs; participates in the allocation of Bureau resources for respective program operations; and makes recommendations to the Commissioner for necessary changes or adjustments in the program and in its implementation.

A. The Division of Trust Facilitation provides staff assistance and advice to the Director regarding Bureau programs concerning environmental quality, irrigation operation and maintenance, irrigation construction, and soil and moisture conservation.

B. The Division of Trust Services provides staff assistance and advice to the Director regarding the Bureau's real estate, forestry, range, and Indian trust fund programs. Provides staff work, assistance and advice pertaining to the exercise of the authorities vested in the Secretary of the Interior by various laws concerning Indian trust property and for providing to the Indians the services necessary for them to make decisions required for them in the application of these various laws.

.1 The Office of Indian Education Programs is responsible for providing staff support to the Commissioner in the development and management of Bureau programs which will provide educational opportunities to Indian youth and adults in either Bureau, public or private schools. The office provides technical and supportive assistance to field offices responsible for educational programs.

The Office of Indian Education Programs plans, develops, monitors, and evaluates programs, policies, standards, procedures, and feedback systems for its assigned programs; participates in the allocation of Bureau resources for respective program operations; and makes recommendations to the Commissioner for necessary changes or adjustments in the program and in its implementation.

A. The Division of Professional Relations provides staff assistance to the Director in developing and carrying out liaison with Federal and other agencies regarding Indian education programs and needs. It provides a review and analysis of new and proposed legislation and/or reports prepared by the Bureau's Congressional and Legislative Affairs Staff and makes recommendations concerning legislative needs.

B. The Division of Internal Services provides staff assistance to the Director by providing education input into budget justifications, reviews of fiscal accountability, and development of an educational information system. It maintains liaison with the Office of Administration on all budget, procurement, procedural and personnel matters affecting the Director's office. The Division coordinates the preparation and dissemination of correspondence within the Director's office. It develops education budget policies and standards.

.2 The Indian Education Resources Center located in Albuquerque, New Mexico, provides coordination of supervision for five Divisions which are: (1) Continuing Education: (2) Evaluation, Research and Development; (3) Educational Assistance; and (4) School Facilities and (5) Media Services. This office provides assistance to the Director and is under the supervision of an Administrator.

A. The Division of Continuing Education provides staff ass
ance to the Director regarding career development programs incl
the adult education, scholarship and adult vocational training
activities for the Bureau. The Division coordinates these p
and provides interagency liaison between Federal and other
that have post secondary programs. It develops general p
standards for its assigned programs.

B. The Division of Evaluation, Research and Development provides staff assistance to the Director by coordinating the evaluation and review of educational programs which will provide information to affect long-range or immediate improvement in programs. It reviews new and innovative educational and home living programs for Bureau schools. The Division provides consultant services to Area Offices and interagency programs and maintains a continuing study on developments of media and materials used in educational programs. It develops general educational policies and standards.

C. The Division of Educational Assistance provides staff assistance to the Director regarding the Johnson O'Malley, Elementary and Secondary Education Act titles and other flow-through funding programs. The Division coordinates these programs for the Director. It assists in the development of plans for specific services to Indian students in public or contract schools. It provides for the development, administration and monitoring of the various title programs for the Elementary and Secondary Education Act and other programs administered by the Office of Education. It develops general policies and standards for its assigned programs.

D. The Division of School Facilities provides staff assistance to the Director, Area Offices, and school administrators in developing educational specifications for school construction. It assists in the development of long range plans for construction of school buildings and criteria for the management of school space, procurement of school equipment and in the selection of school sites, and training for school staff members in the usage of new equipment. It develops general policies and standards for its assigned programs.

E. The Division of Educational Audio-Visual Services located in Brigham City, Utah, provides Bureau educational programs with educational films for classroom teaching, vocational instruction and teacher training. It plans and produces visual materials for use in the Bureau's educational and other programs including films, slides, sound and video-tapes, charts, graphs, photographs, booklets, pamphlets and posters. It provides film library and media production training for Indian students. The Division is responsible for coordinating noneducational films and materials with the Public Information Staff and complying with applicable regulations and Departmental manual requirements (471 DM and 472 DM).

.1 The Office of Administration is responsible for providing staff support to the Commissioner in the development and management of Bureau programs designed to provide support services to all parts of the Bureau. These programs include the functions of audit, automatic data processing, budget, equal employment, facilities engineering, finance and accounting, management research and evaluation, personnel management, procurement, property management, contracting, program development and implementation, and safety management. The Office is also responsible for providing support and housekeeping services for the Central Office, Eastern Area, and the Indian Arts and Crafts Board. It also administers the Bureau's systems for centralized payroll, automated personnel, accounting, and automatic data processing through its Administrative Services Center located in Albuquerque, New Mexico.

A. The Audit Staff provides audit services to tribes and certain Bureau programs. The services involve training of tribal personnel in accounting techniques, principles and practices; audit of Bureau Indian Special Disbursing Agent accounts; audit of Employment Assistance and Imprest Fund Cashiers; and provision of administrative accounting services as requested including Tribal Housing Authorities and Bureau contracts. The Office includes a staff office in Littleton, Colorado.

B. The Contracting Staff provides staff assistance to the Director regarding Bureauwide contracting from nonestablished sources. The division is responsible for development, promulgation and implementation of Bureau policies and procedures for all such contracts. The division develops and reviews the regulations, guidelines, procedures and techniques related to Bureau contracting matters and recommends appropriate action. It reviews and evaluates Bureauwide contracting for effectiveness and recommends appropriate action. It provides technical leadership to contracting functions throughout the Bureau. It develops and identifies contracting training material and conducts training sessions for Bureau and Indian tribal contracting personnel. It also develops and devises innovative procedures and methods that may be used to broaden Indian self-development in all phases of contracting with the Bureau.

C. The Equal Employment Opportunity Staff develops and monitors a continuing affirmative action program designed to promote, under applicable law and regulations, equal employment opportunity throughout the Bureau. The office includes a Federal Women's Coordinator who has the responsibility to assure that equal opportunity for women is an integral part of the overall equal employment opportunity program.

.2 The Administrative Services Center located in Albuquerque, New Mexico, under the supervision of an Assistant Director, is responsible for providing facilities and services for the administration of the Bureauwide centralized administrative and management systems which are automatic data processing related. The Center provides and operates a centralized data processing facility. The Office of the Assistant Director includes an Administrative Office responsible for providing personnel, teacher recruitment liaison, equal employment opportunity, financial, and procurement and property services to Central Office installations in Albuquerque, New Mexico, and other selected locations.

A. The Division of Automatic Data Processing Services is responsible for administering the Bureauwide automatic data processing program. It develops and implements policies, guidelines, and standards relating to all phases of ADP and provides liaison with the Department and all Bureau activities. It advises, consults, and assists in developing automated management, administrative, and mission-oriented systems. It provides ADP systems and programming services, and monitors Bureau activities for compliance with established ADP standards, guidelines, and regulations. The Division maintains and manages a computer center in an intra-bureau sharing environment. The Division plans for new ADP equipment and/or services in cooperation with user organizations. It also evaluates and recommends to the Director of Administration the acquisition of computer equipment as required in support of Bureau ADP plans. The Division includes special units for developing and administering automatic data processing systems for land use and resources, tribal enrollment and judgments, education systems, payroll, personnel, accounting, planning and evaluation, and engineering support systems.

B. The Division of Operations performs centralized administrative functions which include maintenance of accounting records, preparation of consolidated financial and personnel reports, payroll operations, voucher examination operations, maintenance of personnel computerized records, maintenance of tribal trust fund records for investment purpose and performance of the mechanics of tribal trust fund investment.

.3 Financial Management, under the supervision of an Assistant Director, is responsible for the development of policies, programs and guidelines for financial management functions and for performance of the functions identified with the budget cycle. The office of the Assistant Director serves as a coordination point and central source for Indian population data and for special statistical analysis.

A. The Division of Accounting Management provides staff assistance to the Assistant Director regarding the Bureau programs designed to provide advice and guidance in areas of accounting, fiscal operations, financial management, accomplishment reporting, and information systems. The Division develops standards, specifications and operating procedures for these functions. It develops policies, systems, and procedures to be used throughout the several designated accounting stations of the Bureau.

B. The Division of Program Development and Implementation provides staff assistance to the Assistant Director regarding those functions identified with the budget cycle. In coordination with program directors, the Division implements the Commissioner's policies and program goals through the budgetary process; develops instructions for use in annual program plans; reviews program requests on the basis of fiscal reasonableness, feasibility and justifiability; reviews proposed tribal comprehensive plans to determine fiscal feasibility for package funding; develops Bureauwide program planning documents; develops budget estimates and justifications; prepares for budget legislative hearings; prepares field planning allowances and tentative allocations. Performs budget execution functions, including continuing resolutions, encoding programs to the finance system, allotting funds, position and personnel ceiling, comparisions of actual and planned funds and accomplishments, and reporting exceptions between planned and actual conditions.

.4 Management Services, under the supervision of an Assistant Director, is responsible for the development of policies, programs and guidelines for the general management functions. The Assistant Director supervises the support and housekeeping services for the Washington Office, Eastern Area, and the Indian Arts and Crafts Board. This office is the primary contact and coordination point for reporting and reviewing alleged irregularities within the Bureau's scope of operation.

A. The Division of Facilities Engineering located in Albuquerque, New Mexico, with a liaison office in Washington, D. C., provides staff assistance to the Assistant Director regarding the Bureau programs designed to provide architectural, engineering and other technical services related to the construction of new facilities. The Division coordinates the Bureau's program for major rehabilitation, alterations, improvement and maintenance of existing buildings, utilities, grounds and other facilities and provides technical services to tribes on construction and design. The Division also provides design and construction services on interdepartmental agreements and to Indian and Alaska Natives as directed.

B. The Division of Management Research and Evaluation provides staff assistance to the Assistant Director regarding the Bureau's managerial functions. Conducts management studies throughout the Bureau on organization structures, staffing validations and utilization of resources. Reviews and examines the Bureau's administrative systems for effectiveness which includes analysis of work flow, procedures and accomplishments. Conducts or coordinates evaluation studies on managerial, and administrative operations; and program operations as they relate to management. Provides technical assistance on evaluations of specific functional areas.

Analyzes, for management purposes, evaluation reports prepared by other organizational segments in the Bureau. Responsible for Bureauwide paperwork management programs including records management, directives management, reports and forms control, Federal Register publications, and delegations of authority. Reviews, for top management, request for revisions in organizational structures, delegations of authority and Bureauwide directives. Performs special studies or projects, having Bureauwide significance, as directed.

C. The Division of Personnel Management provides staff assistance to the Assistant Director regarding the Bureau programs designed to provide personnel management services. The division develops Bureauwide programs and policies for obtaining and managing these personnel resources. This includes such programs as personnel management evaluation; position classification; pay administration; position management; recruitment and placement; manpower planning and forecasting; training; career development; employee relations; labor relations; incentive awards; and employee benefits.

D. The Division of Property Management provides staff assistance to the Assistant Director regarding Bureau programs for property management, and procurement from established sources. The division is responsible for development, promulgation and implementation of Bureau policies and procedures for all such programs, and reviews and evaluates these programs for effectiveness and recommends appropriate action. It provides Bureau oversight for procurement services on items which have Bureauwide or multiarea applications. It provides for technical leadership for the management of these programs throughout the Bureau.

E. The Division of Safety Management provides staff assistance to the Assistant Director regarding Bureau safety matters. This includes programs relating to the prevention of accidents, reduction of injuries and fatalities, improvement of health safety conditions, processing of compensation cases, occupational health and safety programs, and highway safety programs. The division also reviews architectural and engineering drawings on major construction of buildings and utilities for compliance with national fire standards. The division develops internal and tribal safety programs including policies and guidelines for these programs. It develops policies, procedures and standards for Bureauwide fire prevention and fire protection programs. It conducts investigations and collects data for the Solicitor's Office on tort claims.

F. The Division of Support Services provides staff assistance to the Assistant Director regarding Bureau programs designed to provide administrative support and housekeeping services for the Washington Office, Eastern Area, and the Indian Arts and Crafts Board. This includes services related to contracting, facilities engineering, finance, office services, personnel, procurement, and property.

.1 Field Organization. For the purpose of administering its field activities, the Bureau has divided the United States into twelve areas. Each is designated by the name of the city in which the area office is located, except the Navajo Area Office, which is located in Window Rock, Arizona and the Eastern Area which is headquartered in Washington, D.C.

A. Area Offices. Each Area Office is under the direction of an Area Director who is responsible to the Commissioner for all activities of the Bureau within the Area. The Area Director is a line officer. He is typically assisted by a Deputy Area Director or by one or more Assistant Area Directors who are redelegated line authority. The typical Area Office includes staff specialists in several or all of the Bureau programs to assist in the discharge of the following Area responsibilities:

(1) Represent the Bureau in its dealings with the Indians, the public, State governments, and other Federal agencies with respect to the Area's jurisdiction;

(2) Direct and assist in the application and implementation of overall policies and programs by operating offices, provide the necessary technical advice and review, evaluate performance and coordinate those features of programs which are wider in scope of application than the jurisdiction of a single operating office;

(3) Recommend to the Central Office revisions of policies, programs, procedures, and regulations; and

(4) Perform functions of an administrative and housekeeping nature which can be done most efficiently and economically on an Area-wide basis. The Areas headquartered at Anadarko, Oklahoma; Minneapolis, Minnesota; and Sacramento, California, receive administrative support from the Muskogee, Oklahoma; Aberdeen, South Dakota; and Phoenix, Arizona, Area Offices, respectively. The Eastern Area receives administrative and program support from the Washington Office.

B. The Joint Use Administrative Office located in Flagstaff, Arizona, is an operating office responsible to the Commissioner for carrying out those functions related to the use and management of lands within the Joint Use Area. The office will act to achieve the fullest cooperation and compliance of the Hopi and Navajo Tribes and their individual members to resolve the problems within the Joint Use Area. It provides for judicial administration, law enforcement, and crime prevention services to the Indian people located within this area. It also seeks to obtain assistance from other Federal agencies; states, local and tribal governments and private sources in carrying out the functions of the office.

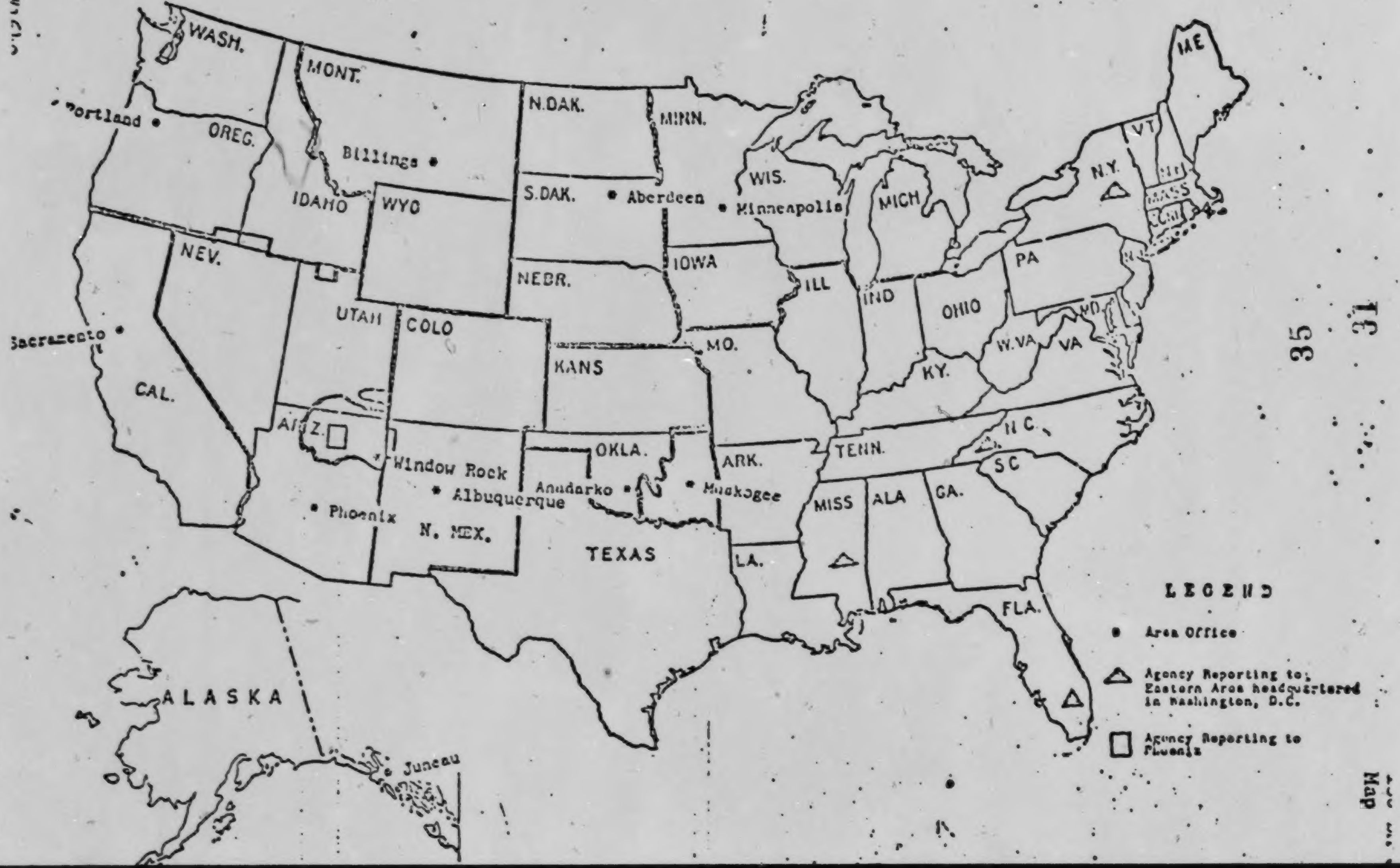
C. Agencies. Agencies, the third organizational level of the Bureau, may conduct several or all of the activities of the Bureau on one or more reservations, in contrast to other types of field installations which may have specialized activities (D and E). The Superintendent of an agency is responsible for the development and execution of immediate and long-range programs to fit the needs of the people and the reservation(s) under his jurisdiction. He reports to the Area Director of the area in which the agency is located. Assisting the Superintendent are specialists in several or all of the Bureau programs, as needed.

D. Off-Reservation Boarding Schools. Boarding schools which are not located on reservations are used for the education of Indian children who otherwise would not be able to attend school. The schools are under the direction of a School Superintendent who reports directly to the Area Director of the Area in which the school is located.

E. Flathead, Navajo, San Carlos, and Wapato Irrigation Projects.

These major irrigation projects are under the direction of a Project Engineer or Manager who reports directly to the Area Director of the Area in which the project is located. Their primary purpose is the supplying of water to Indian irrigable lands. The projects may also serve non-Indian lands and provide electrical services to the reservation and adjacent areas for project or private use.

AREA ORGANIZATION--BUREAU OF INDIAN AFFAIRS


WASH.
MONT.
N.DAK.
MINN.
ME
VT
Portland
OREG.
Billings
WIS.
N.Y.
NH
MASS
CONN
IDAHO
WYO
S.DAK.
Aberdeen
Minneapolis
MICH
NEV.
IOWA
PA
NEBR.
ILL
IND
OHIO
NJ
UTAH
COLO
MD
Sacramento
W.VA
VA
MO.
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ARIZ.
OKLA.
TENN.
Window Rock
ARK.
SC
Albuquerque
Anadarko
Muskogee
MISS
ALA
GA.
Phoenix
N. MEX.
TEXAS
LA.
FLA.
ALASKA
Juneau
LEGEND
Area Office
Agency Reporting to; Eastern Area headquartered in Washington, D.C.
Agency Reporting to Phoenix

Map

APPENDIX B

APPENDIX B

MEETING
OF
SPECIAL COMMITTEE
FOR
REALIGNMENT OF BIA CENTRAL OFFICE

Tucson, Arizona
May 21-25, 1973

Agenda

MEETING OF SPECIAL COMMITTEE FOR REALIGNMENT OF BIA CENTRAL OFFICE

Tucson, Arizona
May 21-25, 1973

John Artichoker, Chairman

I. PURPOSE OF MEETING

A. Bodman's Memo of January 18, 1973
B. Interim Task Force Report
C. Franklin's Committee (Blue Book)
D. Secretary Order 2954, May 11, 1973
E. Secretary Memo of May 11, 1973
F. Franklin's Memo of May 15, 1973
G. Outline of Procedures

II. SUBCOMMITTEE ASSIGNMENTS

A. Office of Administration
B. Offices of Trust Responsibilities and Tribal Resources Development
C. Offices of Indian Services and Public Affairs
D. Office of Indian Education Programs

III. PLAN OF WORK

A. Development by Subcommittee of Organizational Charts by Office, Division, Branch and Sections or Units

1. Review of Above by Chairman, Coordinator and Acting Directors

2. Finalize Organizational Charts by Subcommittee

B. Development by Subcommittee of Functional Statement at all Levels of Organization

1. Review of Above by Chairman, Coordinator and Acting Directors.

2. Finalize Functional Statements by Subcommittee

C. Development of Staffing Patterns by Subcommittee

1. Review of Above by Chairman, Coordinators and Acting Directors

2. Finalize Staffing Patterns by Subcommittee

. . .

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

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January 18, 1973

After consulting with representatives of the Indian community, the Administration is initiating several measures to assist the Secretary of the Interior in performing his Indian Trust responsibility and in providing service to federally-recognized tribes. We believe these decisions to be clearly beneficial to the Indian people at this time, and they will be implemented now or in next year's program and budget.

I am acquainting you with these measures now so that you will have more time to consider them as you develop long-range organization and policy recommendations for the Secretary. The measures being taken are as follows:

1. Realign, now, the Bureau of Indian Affairs Central Office functions in all its locations (principally Washington, Albuquerque and Denver) to accomplish the following purposes:
    - (a) Transfer daily operational activities from the Central Office to area and agency offices.
    - (b) Reduce non-essential support staff in the Central Office.
    - (c) Focus attention on the need for carrying out our trust responsibilities and for providing policy guidance for delivery of other services to Indians.
2. Have the Commissioner of Indian Affairs report now directly to the Secretary and propose legislation to upgrade the position of Commissioner to that of Assistant Secretary.
3. Include in next year's program and budget request BIA block grants to federally-recognized Indian tribes. Authorizing legislation is being completed and will be proposed shortly.

The attached material outlines these measures respectively in more detail.

RECEIVED
JAN 22 1973
PHOENIX

Richard S. Bodman

Richard S. Bodman
Assistant Secretary of the Interior
(Management and Budget)

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REALIGNMENT OF BIA CENTRAL OFFICE ORGANIZATION

Our objectives for the immediate future include a realignment of the Bureau of Indian Affairs Central Offices to provide increased services to the Indian community through three basic steps. These objectives are responsive to the suggestions frequently offered that Central Office personnel are too remote from the Indian people and not able to respond quickly enough to changing conditions.

First, we intend to transfer daily operational activities presently performed in the Central Office to area and agency offices. This will place increased reliance on area and agency offices with headquarters removed from all direct operations.

Second, as a result of this transfer, we plan to reduce the number of authorized positions in the Central Office to a commensurate level. We estimate that the revised workload of the Central Offices can be carried out by an authorized permanent employment level of 715 people. This is approximately 600 positions fewer than was authorized in the budget for FY 73. In addition, we intend to transfer approximately 50 positions out of the present 1,315 positions in the Central Office to the field. Our actual employment is now substantially less than our authorized ceiling. Therefore, actual reductions in employment will be only approximately 285 people.

The positions provided to the field offices will enhance our capability in the area of tribal operations, real property management, and comprehensive planning. The funding for the positions abolished in the headquarters will remain available to the Bureau and will be used for direct services to the Indian people.

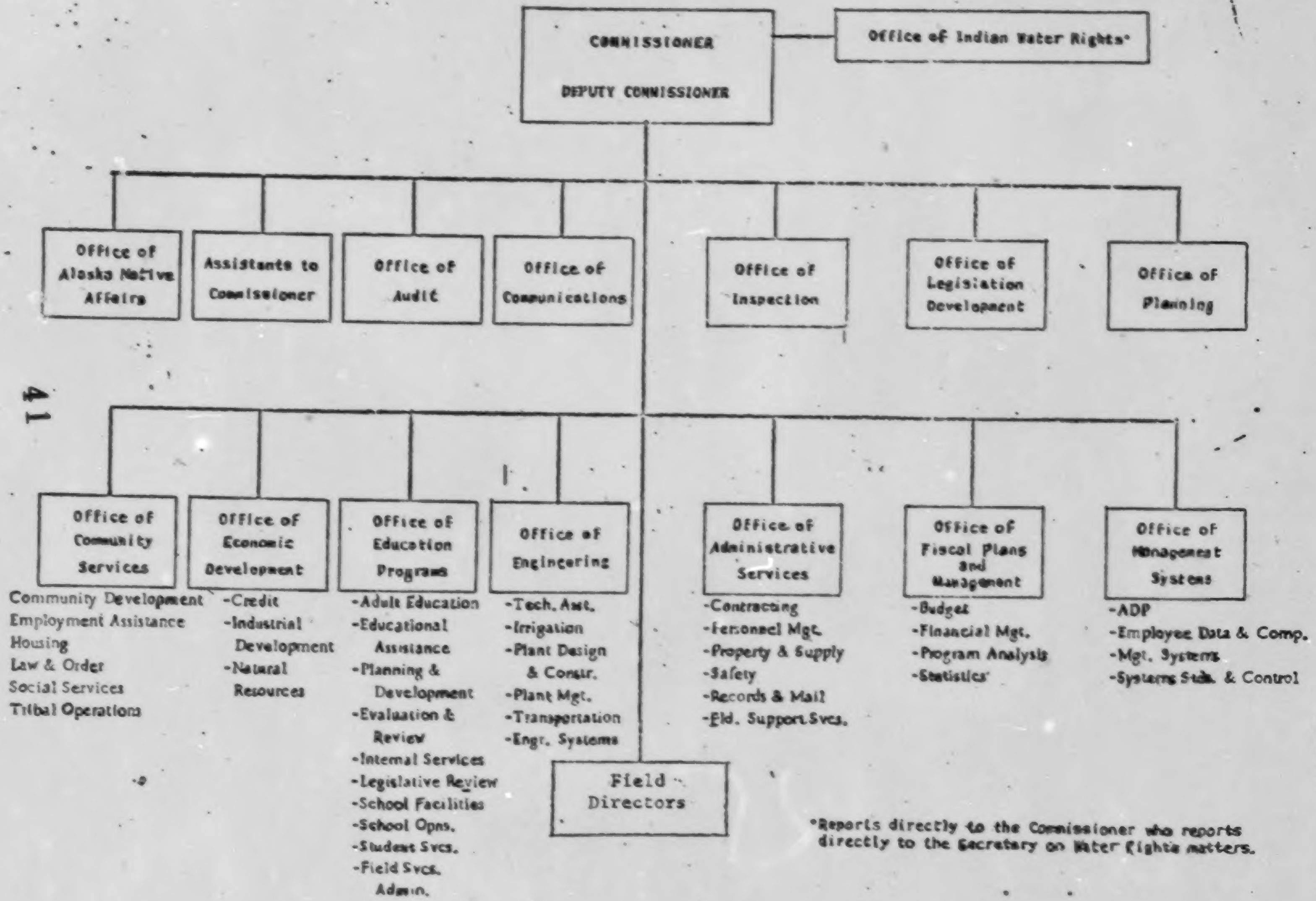
Third, we plan to separate responsibility for carrying out our Indian Trust obligations from responsibility for carrying out delivery of services to the Indian community. To do so, we will establish separate offices to carry out each of these duties.

Exhibits A and B following present the present and the proposed organization structure respectively.

Exhibit A

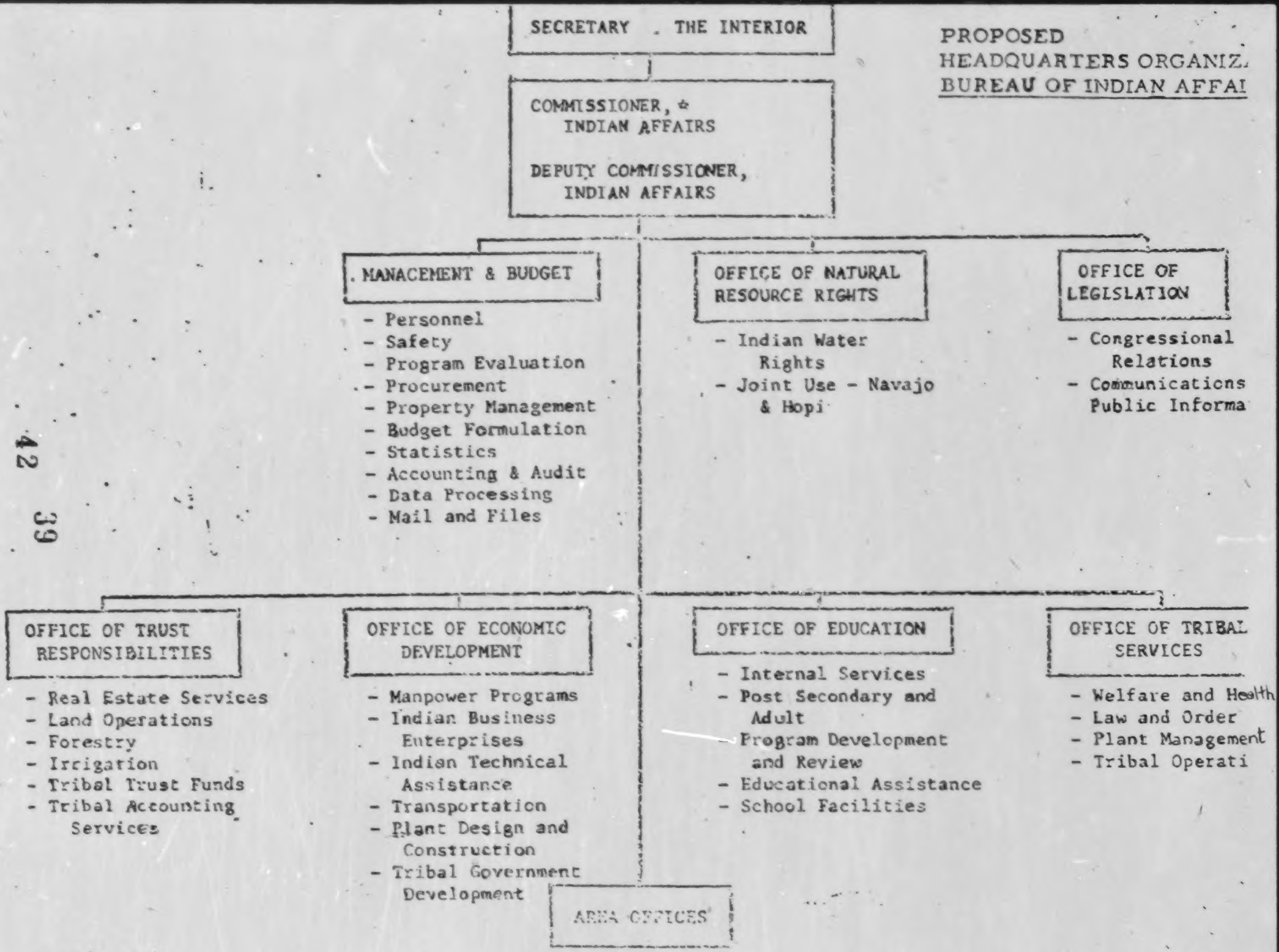
HEADQUARTERS ORGANIZATION - BUREAU OF INDIAN AFFAIRS

PRESENT ORGANIZATION


COMMISSIONER
DEPUTY COMMISSIONER
Office of Indian Water Rights*
Office of Alaska Native Affairs
Assistants to Commissioner
Office of Audit
Office of Communications
Office of Inspection
Office of Legislation Development
Office of Planning
Office of Community Services
Community Development
Employment Assistance
Housing
Law & Order
Social Services
Tribal Operations
Office of Economic Development
-Credit
-Industrial Development
-Natural Resources
Office of Education Programs
-Adult Education
-Educational Assistance
-Planning & Development
-Evaluation & Review
-Internal Services
-Legislative Review
-School Facilities
-School Opns.
-Student Svcs.
-Field Svcs. Admin.
Office of Engineering
-Tech. Asst.
-Irrigation
-Plant Design & Constr.
-Plant Mgt.
-Transportation
-Engr. Systems
Office of Administrative Services
-Contracting
-Personnel Mgt.
-Property & Supply
-Safety
-Records & Mail
-Fld. Support Svcs.
Office of Fiscal Plans and Management
-Budget
-Financial Mgt.
-Program Analysis
-Statistics
Office of Management Systems
-ADP
-Employee Data & Comp.
-Mgt. Systems
-Systems Stds. & Control
Field Directors

*Reports directly to the Commissioner who reports directly to the Secretary on Water Rights matters.

PROPOSED
HEADQUARTERS ORGANIZ.
BUREAU OF INDIAN AFFAI


SECRETARY . THE INTERIOR
COMMISSIONER, * INDIAN AFFAIRS
DEPUTY COMMISSIONER, INDIAN AFFAIRS
MANAGEMENT & BUDGET
- Personnel
- Safety
- Program Evaluation
- Procurement
- Property Management
- Budget Formulation
- Statistics
- Accounting & Audit
- Data Processing
- Mail and Files
OFFICE OF NATURAL RESOURCE RIGHTS
- Indian Water Rights
- Joint Use - Navajo & Hopi
OFFICE OF LEGISLATION
- Congressional Relations
- Communications Public Informa
OFFICE OF TRUST RESPONSIBILITIES
- Real Estate Services
- Land Operations
- Forestry
- Irrigation
- Tribal Trust Funds
- Tribal Accounting Services
OFFICE OF ECONOMIC DEVELOPMENT
- Manpower Programs
- Indian Business Enterprises
- Indian Technical Assistance
- Transportation
- Plant Design and Construction
- Tribal Government Development
OFFICE OF EDUCATION
- Internal Services
- Post Secondary and Adult
- Program Development and Review
- Educational Assistance
- School Facilities
OFFICE OF TRIBAL SERVICES
- Welfare and Health
- Law and Order
- Plant Management
- Tribal Operati
AREA OFFICES

* Legislation to be proposed to [illegible]

UPGRADING THE POSITION OF COMMISSIONER TO ASSISTANT SECRETARY LEVEL

The President's Departmental Reorganization Program included a first line administrator for Indian affairs in the proposed Department of Natural Resources. In addition, the Administration has submitted an interim legislative proposal to create an additional Assistant Secretary who will be responsible for Indian affairs. Congress has yet to act on either of these proposals.

Therefore, using existing authorities, Secretary Morton is transferring the responsibility for Indian affairs formerly held by the Assistant Secretary for Public Land Management, now held by the Assistant Secretary--Management and Budget, to the Commissioner of Indian Affairs. This will establish the Commissioner of Indian Affairs as a first line officer reporting directly to the Secretary. At the same time, the Administration will introduce new legislation to Congress to upgrade the position of Commissioner to Assistant Secretary who will be responsible for Indian affairs.

BIA BLOCK GRANTS TO FEDERALLY-RECOGNIZED TRIBES

President Nixon in his July 1970 message to Congress proposed a plan for turning management of Indian affairs over to tribes, as the tribes may desire. As another important step in the implementation of this plan, legislation will soon be submitted to the Congress to enable the Bureau of Indian Affairs to provide block grants on a voluntary basis to recognized tribes to carry out development projects as provided in tribally-prepared plans.*

An appropriation request of $25 million will be made for this purpose. These funds are to be used for projects such as: water, sewer and other utility systems; industrial and commercial parks and facilities; street and access road construction; water pollution control facilities for treatment of industrial waste; tourist and recreational facilities; harbor facilities; education and training facilities; health, community and cultural centers; airport facilities; natural resource and related human resource development.

This program will replace the program for Indians which has been carried on by the Economic Development Administration [EDA] of the Department of Commerce in the past, but will only affect new starts. Current EDA commitments will be honored.

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* Block grants are grants made without the approval of a detailed plan of how monies will be spent. These grants, in effect, transfer the responsibility for the determination of how monies to which Indians are entitled will be spent, from the Federal Government to the tribes.

BUREAU OF INDIAN AFFAIRS

INTERIM REPORT OF THE TASK FORCE ON HEADQUARTERS REALIGNMENT

February 1973

TASK FORCE QUARTER

- Review the BIA Headquarters organization
    - Use OMB-approved realignment as base
    - Interview key staff
    - Focus on operational activities which should be performed in Field offices

Seems to be few changes?

- Recommend adjustments in OMB-approved realignment
    - Make no changes in the basic office structure
    - Recommend office name changes needed for purposes of clarity
    - Recommend shifts in subordinate functions where appropriate
- Recommend allocation of positions
    - Reduce Headquarters to 715 authorized positions
    - Transfer some authorized positions from Headquarters to Field offices
- Identify alternative methods of implementing the alignment and position allocations

SUMMARY RECOMMENDATIONS TO MANAGEMENT

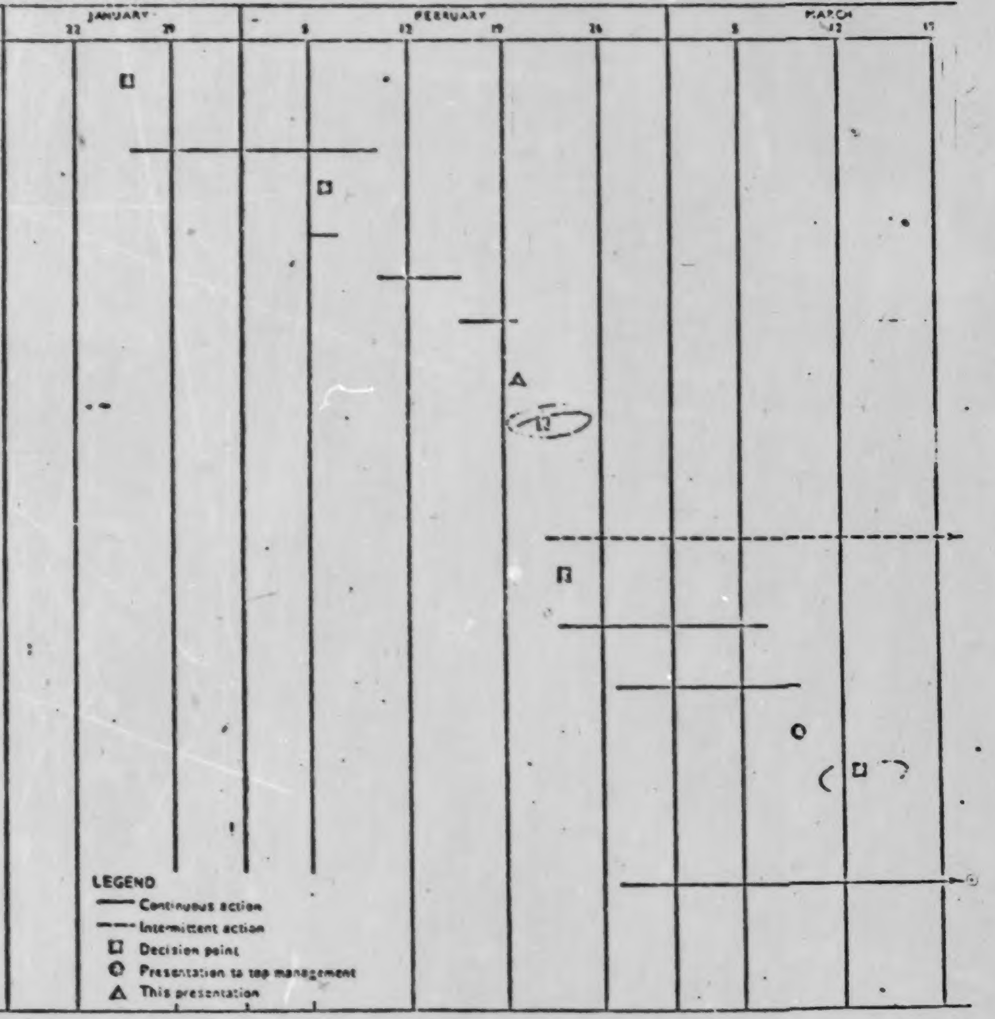
- Change proposed OMB titles for three offices
- Redistribute five functions
- Allocate 715 authorized Headquarters positions
- Transfer 88 positions out of Headquarters
- Adopt procedures and timing for accomplishing the realignment

PURPOSE OF INTERIM REPORT

- Define Task Force objectives
- Present to management recommendations on:
    - Realignment of Headquarters functions
    - Allocation of authorized positions
- Identify next steps required for implementation

BUREAU OF INDIAN AFFAIRS
REALIGNMENT SCHEDULE

ACTION	RESPONSIBILITY
1. Appoint Task Force	Assistant Secretary-Management & Budget
2. Conduct interviews	Task Force
3. Issue Solicitor's opinion	Solicitor
4. Develop realignment schedule	Task Force
5. Analyze data	Task Force
6. Prepare interim report on alternative approaches to realignment	Task Force
7. Present interim report	Task Force
8. Make decisions on approach to realignment, positions required, functions and positions to be transferred to field, supergrades, use of vacancies, Bureau-wide freeze, and areas of competition?	Assistant to the Secretary for Indian Affairs
9. Consult with union and CSC	C. Cornelius and BIA personnel staff
10. Issue Secretarial Order	Secretary
11. Prepare functional statements and position descriptions for office directors	BIA personnel staff
12. Prepare final report and implementation plan	Task Force
13. Present final report and implementation plan	Task Force*
14. Approve or modify report	Assistant to the Secretary for Indian Affairs
15. Implement realignment with reduction of headquarters positions	BIA



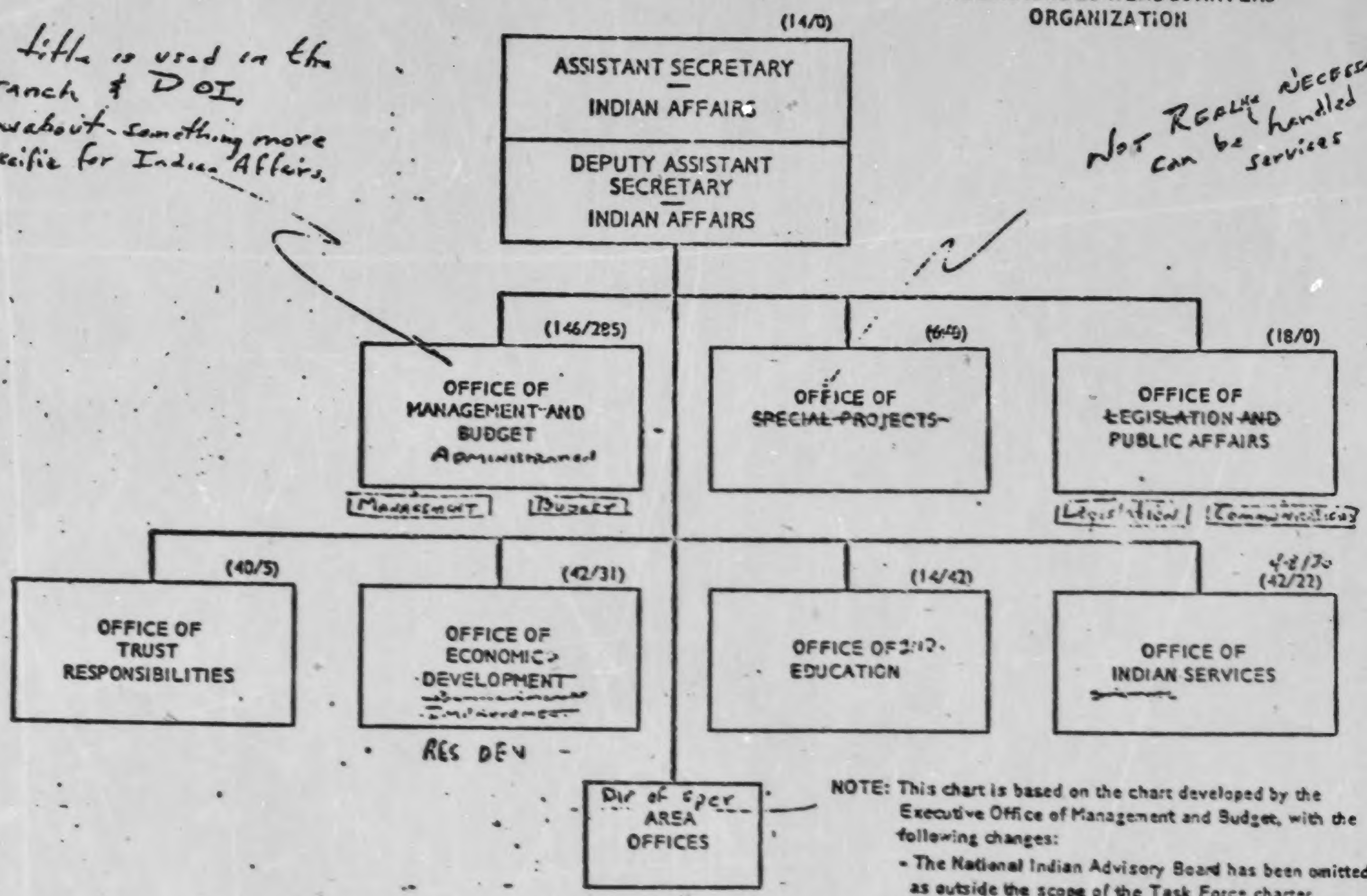
OVERVIEW OF RECOMMENDED REALIGNMENT

Bureau of Indian Affairs

RECOMMENDED HEADQUARTERS ORGANIZATION

This title is used in the Exec Branch & DOI. How about something more specific for Indian Affairs.

Not Really Necessary can be handled as services


(14/0)
ASSISTANT SECRETARY INDIAN AFFAIRS
DEPUTY ASSISTANT SECRETARY INDIAN AFFAIRS
(146/285)
OFFICE OF ~~MANAGEMENT AND BUDGET~~ Administration
Management
Budget
(6/0)
OFFICE OF ~~SPECIAL PROJECTS~~
(18/0)
OFFICE OF ~~LEGISLATION AND~~ PUBLIC AFFAIRS
Legislation
Communications
(40/5)
OFFICE OF TRUST RESPONSIBILITIES
(42/31)
OFFICE OF ECONOMIC DEVELOPMENT
RES DEV
(14/42)
OFFICE OF EDUCATION
48/30
(42/22)
OFFICE OF INDIAN SERVICES
Dir of Oper
AREA OFFICES

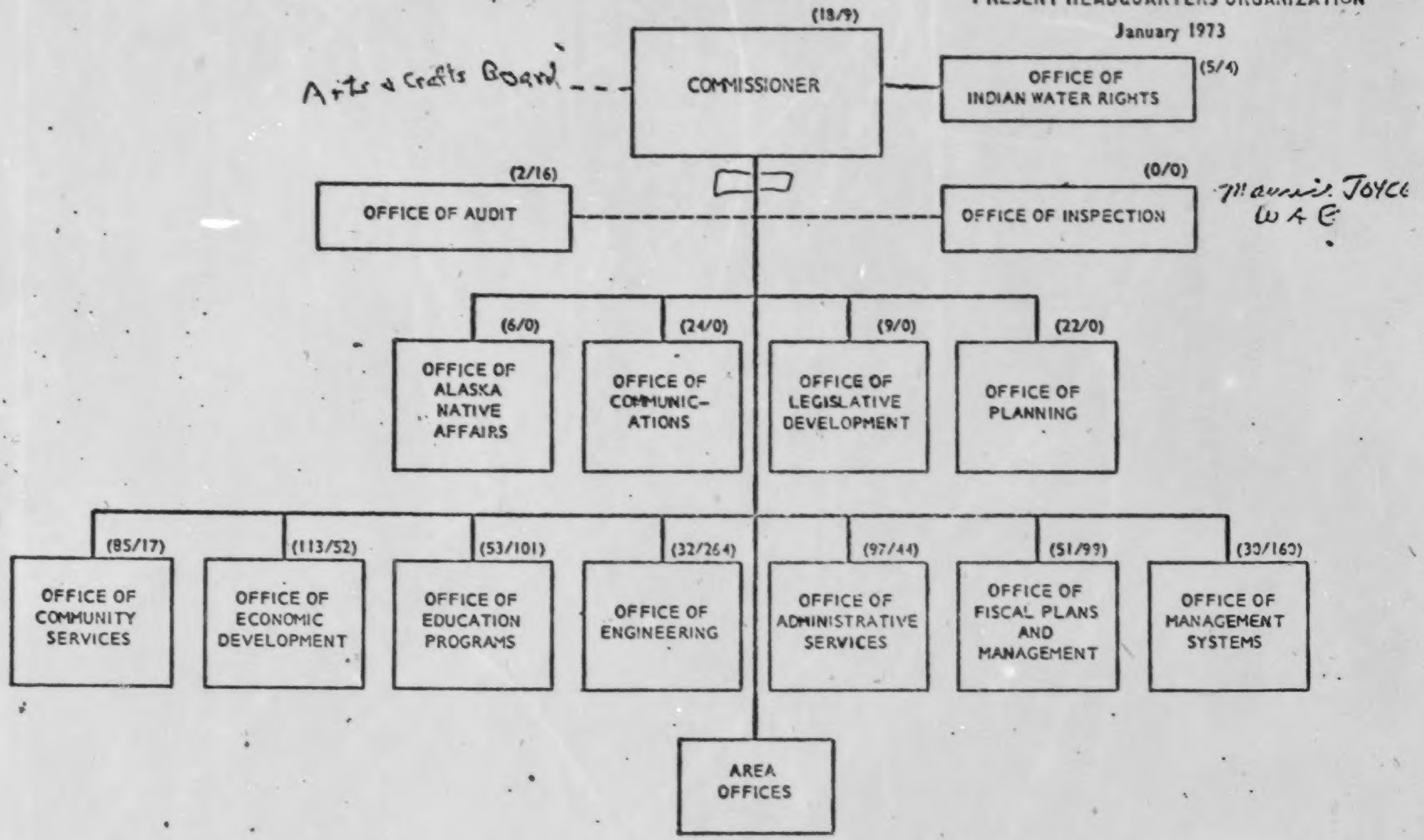
NOTE: This chart is based on the chart developed by the Executive Office of Management and Budget, with the following changes:

- The National Indian Advisory Board has been omitted as outside the scope of the Task Force charter
- The Office of Natural Resource Rights has been changed to Office of Special Projects
- The Office of Legislation has been changed to Office of Legislation and Public Affairs
- The Office of Tribal Services has been changed to Office of Indian Services
- The figures in parentheses above each box represent Task Force recommended numbers of headquarters positions to be assigned in Washington/other than Washington. (OMB assigned only a total figure of 715.)

Bureau of Indian Affairs

PRESENT HEADQUARTERS ORGANIZATION

January 1973


(18/9)
COMMISSIONER
Arts & Crafts Board
(5/4)
OFFICE OF INDIAN WATER RIGHTS
(2/16)
OFFICE OF AUDIT
(0/0)
OFFICE OF INSPECTION
Maurice Joyce
WAE
(6/0)
OFFICE OF ALASKA NATIVE AFFAIRS
(24/0)
OFFICE OF COMMUNIC-ATIONS
(9/0)
OFFICE OF LEGISLATIVE DEVELOPMENT
(22/0)
OFFICE OF PLANNING
(85/17)
OFFICE OF COMMUNITY SERVICES
(113/52)
OFFICE OF ECONOMIC DEVELOPMENT
(53/101)
OFFICE OF EDUCATION PROGRAMS
(32/264)
OFFICE OF ENGINEERING
(97/44)
OFFICE OF ADMINISTRATIVE SERVICES
(51/99)
OFFICE OF FISCAL PLANS AND MANAGEMENT
(33/163)
OFFICE OF MANAGEMENT SYSTEMS
AREA OFFICES

NOTE: Figures in parentheses indicate numbers of headquarters positions assigned to Washington/elsewhere.

BUREAU OF INDIAN AFFAIRS

RECOMMENDED REALIGNMENT OF PRESENT HEADQUARTERS FUNCTIONS

PRESENT OFFICE	RECOMMENDED OFFICE							
	Assistant Secretary	Special Projects	Legislation & Public Affairs	Management and Budget	Trust Responsibilities	Economic Development	Education	Indian Services
Commissioner	x	x						
Indian Water Rights		x						
Audit								x
Alaska Native Affairs (a)								
Communications			x					
Legislative Development			x					
Planning		x				x		
Community Services						x	x	x
Economic Development					x	x		
Education Programs							x	
Engineering				x	x	x		
Administrative Services				x				
Fiscal Plans and Management				x				
Management Systems				x				

(a) Recommended to be abolished.

DETAILS OF RECOMMENDED HEADQUARTERS STAFFING AND FUNCTIONAL ASSIGNMENTS

BUREAU OF INDIAN AFFAIRS

RECOMMENDED HEADQUARTERS STAFFING AND FUNCTIONAL ASSIGNMENTS:

OFFICE OF THE ASSISTANT SECRETARY - INDIAN AFFAIRS

ORGANIZATION	RECOMMENDED AUTHORIZED HEADQUARTERS POSITIONS		
	WASHINGTON	OTHER	TOTAL
Assistant Secretary	1	-	1
Deputy Assistant Secretary	1	-	1
Staff	3	-	3
Unassigned Positions	9	-	9
TOTAL	14	-	14

BUREAU OF INDIAN AFFAIRS

RECOMMENDED HEADQUARTERS STAFFING AND FUNCTIONAL ASSIGNMENTS:

OFFICE OF MANAGEMENT AND BUDGET

ORGANIZATION	RECOMMENDED AUTHORIZED HEADQUARTERS POSITIONS		
	WASHINGTON	OTHER	TOTAL
Directorate	10	-	10
Director EEO —— Isn't this personal Statistics ① Engineering Advisor -- ?			
Personnel	39	5	44
③ Personnel Safety - If for BIA - ok But if for Indian Services - no or at best - Engineering Incentive Awards			
Program and Management Evaluation	12	-	12
Management Analysis ① -- Program Evaluation			
Contracting and Property Management	42	-	42
Procurement Property Management Mail and Files			
Budget	23	-	23
Budget ⑥ — Program Analysis			
Financial Management	14	82	96
Accounting ⑥ Tribal Trust Funds (a)			
Data Center	-	157	157
③ Employment Data and Compensation ADP Systems Standards and Control (Albuquerque)			
Facilities Engineering (b)	6	41	47
① Plant Management (c) Plant Design and Construction (d)			
TOTAL	146	285	431

⑥ (a) Transferred from Office of Trust Responsibilities why - Is this duplicate
(b) New organization and title
(c) Transferred from Office of Indian Services - Where before!
(d) Transferred from Office of [illegible] Development

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BUREAU OF INDIAN AFFAIRS

RECOMMENDED HEADQUARTERS STAFFING AND FUNCTIONAL ASSIGNMENTS:

OFFICE OF SPECIAL PROJECTS

What is the difference between this and Trust Responsibilities [(a) in the future Indian Service]

ORGANIZATION	RECOMMENDED AUTHORIZED HEADQUARTERS POSITIONS		
	WASHINGTON	OTHER	TOTAL
Directorate	2	-	2
Indian Water Rights	3	3	6
Joint Use - Navajo-Hopi	-	5	5
Environmental Quality (a)	1	-	1
TOTAL	6	8	14

(a) Transferred from Office of Economic Development

BUREAU OF INDIAN AFFAIRS

RECOMMENDED HEADQUARTERS STAFFING AND FUNCTIONAL ASSIGNMENTS:

OFFICE OF LEGISLATION AND PUBLIC AFFAIRS

ORGANIZATION	RECOMMENDED AUTHORIZED HEADQUARTERS POSITIONS		
	WASHINGTON	OTHER	TOTAL
Directorate	2	-	2
Legislation	4	-	4
Communications	12	-	12
Controlled Correspondence Public Information			
TOTAL	18	-	18

BUREAU OF INDIAN AFFAIRS

RECOMMEND. HEADQUARTERS STAFFING AND FUNCTIONAL ASSIGNMENTS:

OFFICE OF TRUST RESPONSIBILITIES

ORGANIZATION	RECOMMENDED AUTHORIZED HEADQUARTERS POSITIONS		
	WASHINGTON	OTHER	TOTAL
Directorate	5	-	5
Real Estate Services	19	-	19
Land Operations	7	-	7
Soil and Moisture Conservation Range Agricultural Extension [Outdoor Recreation] Why — what Treaty did this			
Forestry	5	5	10
Water Rights Irrigation Irrigation	4	-	4
TOTAL	40	5	45

BUREAU OF INDIAN AFFAIRS

RECOMMENDED HEADQUARTERS STAFFING AND FUNCTIONAL ASSIGNMENTS:

OFFICE OF ECONOMIC DEVELOPMENT

ORGANIZATION	RECOMMENDED AUTHORIZED HEADQUARTERS POSITIONS		
	WASHINGTON	OTHER	TOTAL
Directorate	5	-	5
Manpower Programs	7	-	7
On-The-Job Training Direct Employment			
Indian Business Enterprises	13	4	17
Credit Industrial Development Tourism			
Indian Technical Assistance	5	15	20
Transportation	5	12	17
Equipment Management Road Construction Road Maintenance			
Tribal Government Development	7	-	7
Comprehensive Planning Package Funding Tribal Affairs Management Tribal Government Development Planning Systems			
TOTAL	42	31	73

Is this a Service or Trust Resp.

Is this not a Service

BUREAU OF INDIAN AFFAIRS

RECOMMENDED HEADQUARTERS STAFFING AND FUNCTIONAL ASSIGNMENTS:

OFFICE OF EDUCATION

ORGANIZATION	RECOMMENDED AUTHORIZED HEADQUARTERS POSITIONS		
	WASHINGTON	OTHER	TOTAL
Directorate	4	4	8
Internal Services for what?	10	-	10
Post-Secondary and Adult Education	-	7	7
Scholarships Adult Education Institutional Training (AVT)			
Program Development and Review	-	10	10
Educational Assistance	-	11	11
Johnson-O'Malley Funds Title Funds			
School Facilities how does this differ from Plant facilities	-	10	10
TOTAL	14	42	56

BUREAU OF INDIAN AFFAIRS

RECOMMENDED HEADQUARTERS STAFFING AND FUNCTIONAL ASSIGNMENTS:

OFFICE OF INDIAN SERVICES

ORGANIZATION	RECOMMENDED AUTHORIZED HEADQUARTERS POSITIONS		
	WASHINGTON	OTHER	TOTAL
Directorate	5	-	5
Welfare and Housing	11	-	11
Law and Order	4	6	10
Tribal Operations	20	-	20
Indian Audit Services (a)	2	16	18
TOTAL	42	22	64

(a) Organizational name changed from Tribal Accounting Services; transferred from Office of Trust Responsibilities

SUMMARY OF RECOMMENDED POSITION ALLOCATIONS

BUREAU OF INDIAN AFFAIRS

RECOMMENDED TRANSFERS OF HEADQUARTERS POSITIONS

ORGANIZATION	POSITIONS	TRANSFERRED TO
Indian Arts and Crafts	27	Department
Plant Management	3	Southeastern Agencies
Southwest Title Plant	13	Albuquerque Area Office
Real Property Management	15	Various Field Locations
Washington and Cleveland Field Employment Assistance Offices	10	Southeastern Agencies
Industrial Development Centers	10	Various Field Locations
Tribal Operations (Enrollment)	6	Various Field Locations
Seneca Liaison	4	Southeastern Agencies
Institute of American Indian Arts	(a)	Albuquerque Area Office
TOTAL	88	

(a) Supervision transferred from Headquarters; no Headquarters positions involved.

BUREAU OF INDIAN AFFAIRS

SUMMARY OF HEADQUARTERS POSITION ALLOCATIONS AND REDUCTIONS

ORGANIZATION	POSITIONS		
	WASHINGTON	OTHER	TOTAL
Present Offices	547	771	1,318
Recommended Offices			
Assistant Secretary	14	-	14
Special Projects	6	8	14
Legislation and Public Affairs	18	-	18
Management and Budget	146	285	431
Trust Responsibilities	40	5	45
Economic Development	42	31	73
Education	14	42	56
Indian Services	42	22	64
TOTAL	322	393	715
Total Reduction in Headquarters Positions	*225*	*378*	*603 (a)*
Positions Transferred out of Headquarters	-24	-37	-61
Total Reduction in BIA Positions	*201*	*341*	*542*

(a) Includes 27 positions transferred to the Department.

NEXT STEPS

NEXT STEPS

- Management Decisions Required;
  - Approve or modify
    - Office names
    - Placement of functions
    - Allocation of Headquarters positions
    - Transfer of positions out of Headquarters
  - Select procedures for accomplishing the realignment
  - Appoint office directors
- Task Force Actions Required:
  - Prepare final report based on management's decisions
  - Present final report and implementation plan to management
- BIA Actions Required:
  - Begin consultations with union and CSC officials, based on management's decisions
  - Implement the realignment

RATIONALE FOR THE VARIOUS TITLE CHANGES

1. Change of title to "Office of Special Projects"
   a. There was confusion over the similarity of activity associated with the names "Natural Resource Rights" and "Trust Responsibilities" and resulting confusion and disagreement over the types of activities which should be assigned to each.
   b. The "Special Projects" provides a place for items which need high visibility and special emphasis at an organizational level close to the top.
   c. As activities become less critical or more routine they can be shifted to one of the "program directorates."
   d. Not only matters relating to natural resources or trusts would be designated for the special projects. Any matter needing special attention may be so designated.
   e. It may even be desirable to change Directors of Special Projects as the activities selected for that organization are changed over time.
2. Change of title to "Office of Legislation and Public Affairs."
   a. It was felt that this was a more descriptive title of the intended functions since the functions will include: congressional relations; legislative development; control of internal communications and correspondence; news releases; providing the public with an improved image of the Burea; answering public inquiry.
   b. Communications has a connotation of "inside" or "inhouse" emphasis. Public Affairs has more of a flavor of relations with people and matters outside of the Bureau which this office will emphasize.
   c. The Public Affairs title conforms with the Department's title for the office performing similar functions at the Departmental level.

3. Change of title of "Office of Indian Services."

    a. It was felt that this was a more descriptive term for its intended functions. Programs in this directorate are aimed at providing services to the individual Indian not necessarily to the tribal entity.

4. Change of title to "Facilities Engineering."

    a. It is a descriptive title of the function which combines two present operating division; Plant Design and Construction and Plant Management.

    b. It properly identifies the function with the major profession skill requirements of the organization - Engineering.

    c. It properly identifies the major physical use associated with the organization - Facilities.

RATIONAL FOR THE VARIOUS CHANGES OF FUNCTIONS WITHIN THE ORGANIZATIONAL STRUCTURE

1. Transfer of Tribal Trust Funds from trust responsibilities to Management and Budget.

   a. The function of Tribal Trust Funds is to account for funds ~~is to account for funds~~ which the Bureau holds in Trust for Indians and to invest those funds within the restrictions of the law to produce the greatest possible returns to the Indians. This function is now carried on in the Division of Financial Management. It appears to the properly placed because of the dependence on and close working relations needed with the accounting services of the Bureau.

   b. The functional definition of the office of Trust Responsibilities is limited to the Bureau's services associated with land and natural resources. There has been a lack of agreement about what specifically the trust responsibilities are. There has been general agreement, however, that the Bureau does have trust responsibilities to Indian land and natural resources. The Indians have been most concerned about the committment of the Federal Government to maintain its trusteeship for the land and natural resources. This is an attempt to solidify this committment by establishing an organizational unit designated for trust responsibilities and specifically giving it the functional responsibilities for land and natural resources. It would detract from this committment and change the basic definition of the office if the Tribal Trust Fund activity were left under Trust Responsibilities.

2. Transferring Plant Design and Construction ~~from Economic Development to Management and Budget~~ and Plant Management from Indian Services to Management and Budget.

   a. The concept of the Management and Budget organizational function is to provide for the "in house" services of the Bureau. The other Directorates are then free to provide the services to the Indian people.

   b. The transfer allows the combining of the former separate organizations into one.

   c. The transfer allows for a stricter definition of the functional role of Facilities Engineering to the providing of services to and within the Bureau. The Indian Technical Assistance Division will function as the provider of services to the Indian community and therefore make a clearer definition of the role of the two Divisions.

3. Transfer of Tribal Accounting Services from Trust Responsibilities to Indian Services and naming it Audit Services.

   a. The transfer allows for the organizational location of the Audit Services function to be placed more appropriately within the functional definitions for Trust Responsibilities and Indian Services.

   b. Audit services are for audit of tribal accounts, audit of student activity accounts at BIA schools and special audits where there has been specific complaints or reason to believe that an audit should be preformed. These services would seem best to be associated with the Directorate of Indian Services.

4. Transferring the Environmental Quality Services function from Economic Development to Special Projects.

   a. In keeping with the functional definition of the Special Projects that it would include items which require special emphasis and high visibility, the Environmental Quality Services were moved to that Directorate.

   b. The remaining functions in Economic Development are uniformly activities to elevate the economy of the Indian communities. The Environmental Quality Services would not logically fit this definition.

   c. As the Environmental Quality Services function become more adequately defined and the activities more routine, it may be appropriate to move it from special projects to one of the program directorates.

DESCRIPTION OF THE TRIBAL GOVERNMENT DEVELOPMENT FUNCTIONS

1. Responsible for the development and maintenance of an overall planning system for the Bureau. This system would insure that the various planning efforts of the Bureau would be compatible and relatable especially at the project or reservation level. It would coordinate planning guidelines, plan formats, plan contents, planner qualification and other matters required to establish a workable planning system for the Bureau. It would not be responsible for the actual planning activities, however, except for comprehensive planning which is described below.

2. Responsible for the overall policy and guidelines in the development of comprehensive plans at the reservation level. Comprehensive plans are defined as those which at least provide for the decisions on funding priorities for all funding provided through the Bureau. This is contrasted with sector or project planning which will be provided and guidelines and policies established by other organizations in the Bureau.

3. Responsible for developing the concept and providing the field and tribal input for identifying Bureau funding by location (package funding). This would include: working with the Department, OMB and the Congress to gain acceptance of the concept and to work out the requirements necessary for its use; and to see that the neccsary information is abailable to meet these requirements.

4. Responsible for establishing the policies and guidelines for the administration of the Tribal Affairs Management Program to see that it is carried out in keeping with current Bureau policies.

5. Responsible for establishing the policies and guidelines for the administration of the Tribal Government Development Program to see that it is carried out in keeping with current Bureau policies.

QUESTIONS AND ANSWERS

Q. What will this realignment reorganization require in the way of reducing the number of employees on the headquarters staff (in both Washington and other locations)?

A. There are presently about 1318 authorized permanent headquarter positions. As of January 31, 1973 there are about 1,055 of these positions occupied. The realignment which is proposed would reduce the headquarters positions to 715 and transfer 61 positions to the field and 27 to the Department of the Interior for a total of 803. Assuming that all of the 803 positions would be filled from the 1,055 presently occupied positions, it would require that 252 people be either reassigned, transferred or reduced. It is significant to note that there are now about ________ unfilled positions in the Bureau of Indian Affairs. Many of these unfilled positions could undoubtedly be filled from the above 252 people.

Q. What happens to the functions now carried out by the Office of Planning in the proposed realignment?

A - Environmental Quality Services would be under the Office of Special Projects.

- Management Evaluation would be in the Division of Program and Management Evaluation under the Office of Management and Budget.
- Program and Community Planning would be largely a function within the Division of Tribal Government Development under the Office of Economic Development.
- Youth Programs would be eliminated.

Q. Would the average grade increase under the proposed realignment?

A. The number of super grades would remain the same in the proposal. There would be a significant reduction in the number of GS-15's and 14's however; GS-15's would be reduced from ________ to about 32; GS-14's would be reduced from ________ to about 90.

Overall we would expect the average grade to remain about the same. However, since the headquarters average grade is somewhat higher than outside of headquarters and the total positions in headquarters would be reduced, this would indicate a slight reducing in the overall Bureau's average grade.

Q. What would happen to the Industrial Development field offices under the proposed realignment?

A. The Chicago, Denver and Los Angles field offices would be maintain. They would report to the various Area office where they are located. Ten of the 61 positions which would be transferred to the field would staff these field Offices.

Q. What would happen to the Employment Assistance Field Employment Assistance Offices under the proposed realignment?

A. The two positions at Dallas and Anadarko would be eleminated. The ~~ten posit~~ ~~[illegible]~~ Cleveland and Washington FEAOs would be maintained and the 10 pos would be transferred to the Southeast Agencies as a part of the 61 positions to be transferred to the field.

Q. Would you summarize the advantages and disadvantages of the proposed realignment?

A. A brief summary of advantages:

- decentralization of the operations of program activities and the thing that closely follows that which is the allocation of more funds out of the Bureau's headquarters to field locations.
- more funds available for program operations by reducing headquarters costs.
- clearer definition of the functional role of the Offices within the headquarters.
- an opportunity to select the more able, productive and highly motivated people to man the reduced headquarters staff.
- relieve the present feeling on uncertainty which prevails among the BIA employees and the Indians it serves.

A brief summary of disadvantages:

- realignments have notoriously provided more promise than they have produced, thus this realignment may be expected to solve all of the BIA's problems, which it surely cannot do.
- realignments, especially those which call for reduced numbers of personnel, cause apprehension among the employees and morale problems in the organization.

Assumptions

The recommendations contained within this proposal are based on the follow assumptions:

Indian Affairs should continue to be the delegated responsibility of the Secretary of the Interior.

The activities of the Bureau of Indian Affairs should receive closer and more direct attention from the Secretary.

The President's goal for greater Indian and tribal involvement in their own affairs should be institutionalized in the new organization stru to insure against unnecessary perpetuation and proliferation of federal programs.

To achieve the Administration's objectives of greater involvement of Indians in their own affairs, major authority should be delegated to the field level, particularly in operational matters. Washington headquarters offices should be confined largely to policy matters, and general program and administrative direction.

The Washington office should be organized to effect major consolidated and realignment of those functions not delegated to the field installations, thereby significantly reducing staff requirements.

PURPOSE

This proposal is intended as a planning tool for the reorganization of the Bureau of Indian Affairs. It provides an organizational framework upon which the Secretary may immediately initiate top management changes in addition to providing basic direction for more detailed and comprehensive planning in the reorganization of the bureau.

The proposal recommends that most of the operational activity now performed by the Washington office be transferred to the field. For the most part, this operational activity concerns the review and approval of plans and proposals now developed in the field. Thus, little if any additional staffing of field offices will be required to absorb this Washington office activity. Pending implementation of a reorganized headquarters office, major delegations have been given to field installations to insure continuation of maximum services to the Indian community.

Although major attention in this proposal has been directed to analysis of the Washington headquarters office, the proposal confirms that the existing field structure can readily accommodate additional operational responsibilities; and suggests that an in-depth organizational study of the field structure be undertaken as soon as the reorganization of the Washington office has been accomplished. This two-phase approach will permit orderly transition to a new organization.

RECOMMENDATIONS FOR PHASE I OF THE REORGANIZATION

As a first step toward accomplishing the reorganization, the head of the Bureau of Indian Affairs should be elevated to report directly to the Secretary of the Interior. This should provide closer and more direct involvement in Indian affairs by the Secretary. Subsequently, with appropriate statutory authorities, it should be headed by an Assistant Secretary reporting directly to the Secretary to enable more effective development of Indian policies and programs. The attached organization chart represents the final phase of development.

Because of the complexity, diversity and sensitivity of Indian Affairs activities, a Deputy Assistant Secretary for Indian Affairs is also proposed. The Deputy should be responsible for day-to-day operation of the Bureau and share the overall responsibilities vested in the Assistant Secretary.

The following organizational framework is proposed. The proposed program alignment within this framework should be considered an interim measure (phase I) to continue essential Bureau operations until an in-depth analysis can be made to determine long-range program alignment and staffing requirements. Essentially, the organization should be broken down into five major component offices, four of which would be responsible for Indian program policy with one office concerned with administrative direction:

- Education - Responsibility for developing major formal education policies and programs.

- Tribal Services - Responsibility for developing policies and programs relative to Indian social welfare, housing, tribal government, manpower programs and tribal operations.

- Economic Development - Responsibility for developing policies and programs relative to Indian business enterprise, natural resource development, transportation, and technical assistance.

- Legislation - Responsibility for developing and drafting legislation to provide statutory authority for Indian self-government.

- Management and Budget - Responsibility for administrative direction.

Each of these offices would be headed by a Director. In order to institutionalize the policy for greater Indian involvement in their own affairs, an "Indian Policy Review Board" is proposed. The head of this board would report directly to the Assistant Secretary. This board, consisting of a Director and a small staff, would be responsible to the bureau head for insuring that continuing attention is focused on the President's goal of greater Indian involvement in their own affairs. Existing policies and programs, and proposed changes, would come under the surveillance of this board. While a self-contained unit, this board would be expected to draw upon the advice and counsel of tribal leaders and others in exercising its responsibility.

Additionally, it is proposed that a separate office of "Special Projects be established reporting directly to the bureau head. This office would be responsible for carrying out special programs and projects of a sensitive nature which require the personal attention of the Assistant Secretary, such as the Indian water rights program and administering the Navajo-Hopi joint use area.

The interim realignment of the Bureau headquarters functions should significantly reduce the need for staff. Although total reductions should be determined by an in-depth analysis, preliminary review indicated that approximately 300 positions could be eliminated in the field and 200 in Washington. These field positions are positions associated with headquarters operations. Approximate staffing levels for the major functional areas of the reorganized Bureau are contained in attached chart.

Although major reductions in staff should await the recommendations of a study group which will make an analysis of staffing needs, the proposed organization structure is basically sound. Subsequent studies may change subordinate program activities from one office to the other but the proposed basic organization structure should be maintained and office directors selected immediately.

Phase II will consider the reorganization and staffing of the Bureau field structure.

TIMETABLE

As Soon As Possible	Confirm the organizational framework proposed for Central Office functions.
	Consult Indian community and affected unions.
10 days	Select the individuals who will man the directorate posts.
	Place functions into the directorates.
	Appoint task force for reorganization.
45 days	Task force determines authorities and operations to go to the field.
	Task force determines specific numbers and types of jobs required to support work remaining in Central Office.
	Task force makes functional readjustments within organizational framework as necessary.
60 days	Consult with Indian community and affected unions.
	Select employees to operate in new organizations.
	Initiate reduction-in-force process. Assign surplus Central Office employees to a temporary pool for release to permanent assignment as vacancies occur. This will reduce to a minimum the number of reduction-in-force actions required to accommodate a decrease in staffing.
	Task force turns to phase 2 field organization.

120 days	Task force submits recommendations.
	Consult Indian community and affected unions.
150 days	Adopt field organization.
180 days	Implement in same manner as for Central Office.
365 days	Complete any reductions in force necessary.

SUMMARY OF RECOMMENDATIONS

- Retain Indian programs in the Department of the Interior.
- Delegate program operations authority and responsibility from the Central Office to the field.
- Initially, elevate the Bureau of Indian Affairs to report directly to the Secretary of the Interior.
- Subsequently, seek legislation to elevate the bureau head to the position of Assistant Secretary.
- Organize the Central Office into five major directorates.
    - -- Education
    - -- Tribal Services
    - -- Economic Development
    - -- Legislation
    - -- Management and Budget
- Establish an Indian Policy Review Board to assure Indian involvement is "built into" every program and policy.
- Establish a Special Projects Office to carry out unique functions including Indian water rights and the Navajo-Hopi joint use area.
- Reduce Central Office staff by an estimated 500 positions.
- Establish a special study group to review the organizational structure and staffing of all field units.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

MAY 11 1973

ORDER NO. 2954

Subject: Realignment of Central Office Functions and Responsibilities of the Bureau of Indian Affairs

Sec. 1 Purpose. In his human resources message to Congress on March 1, 1973, the President directed that steps be taken to transfer day-to-day operational activities of the Bureau of Indian Affairs from Washington to the field offices. This Order provides, for the first stage of organizational changes in the Bureau and authorizes immediate staffing of key positions in order to implement the President's directive, redece roncssential Central Office support staff and increase the effectiveness of the delivery system of services to Indians. Described below are the functions and responsibilities of the first-level organization units in the revised Central Office structure. Detailed statements, including descriptions of subordinate organization units within each directorship, are being developed and will be published in the Departmental Manual as they are approved. The existing organization statements in Chapters 2 through 9 of Part 130 of the Departmental Manual are superseded effective this date.

Sec. 2 Authority, This Order is issued in accordance with the authority provided by Section 2 of Reorganization Plan No. 3 of 1950 (64 Stat, 1262).

Sec. 3. Central Office Organization. The Bureau of Indian Affairs Central Office consists of the Office of the Commissioner, four mission-oriented program offices and two staff services, offices. Day-to-day operations are varried on by Bureau Area and other field offices. The functions of the Central Office are: (1) to [illegible] and [illegible] in the development of bureauwide budgets and justifications; (2) to develop bureauwide legislative programs and reparis; (3) to advise the Commissioner, the Department and national Indian organizations on Bureau programs, policy matters, and regulations and on specific items or cases; (4) is carry on

p. 87 blank

on with other [illegible]eral agencies regarding Indian programs and needs; and (5) [illegible]cipate in periodic and special management and program rev[illegible] of field operations. The [illegible] to this Order as an appendix delineates the revised Central Office organization.

Sec. 4 Office of the Commissioner.

(a) As provided in Secretary's Order 2951, the Commissioner of Indian Affairs reports directly to the Secretary of the Interior.

(b) The Commissioner of Indian Affairs establishes policies, directs total operations, and generally represents the Bureau in dealings with the Congress, the Department, the Indian people, and the public. He is assisted in these functions, particularly in the internal management of the Bureau, by a Deputy Commissioner. Until a new Commissioner of Indian Affairs is appointed, the Assistant to the Secretary for Indian Affairs, assigned by the Deputy Assistant Secretary of the Interior (Indian Affairs), will continue to direct Indian Affairs activities, as provided in Secretary's Order 2950, as amended.

(c) The Hopi-Navajo Land Use Field Office is responsible to the Commissioner for matters related to the land area owned jointly by the Hopi and Navajo Tribes. Although it is located in Arizona, the Office is a constituent part of the Office of the Commissioner.

(d) A Committee on Field and Internal Operations composed of the Deputy Commissioner and the Area Directors is established to recommend to the Commissioner policy and procedures regarding field and internal operations of the Bureau, within the broad policy guidelines set by the Commissioner and the Secretary of the Interior.

Sec. 5 Office of Indian Education Programs. The Office of Indian Education Programs performs Central Office functions related to development and coordination of programs that provide educational opportunities to Indian youth and adults in either Bureau, public or private schools. These functions include: (1) advising the Commissioner on education matters; (2) developing and carrying out liaison with Federal and other agencies regarding Indian education programs and needs; (3) coordinating the planning and development of educational specifications for new school constructions and for upgrading existing school facilities; (4) developing programs of assistance to public or private schools enrolling Indian students; (5) assisting field offices in enrolling students in post high school programs; (6) developing research and other data on Indian education programs; and (7) coordinating the development of basic and continuing institutional or noninstitutional education programs for Indian adults.

Sec. 6 *Office of Tribal Resources Development*. The Office of Tribal Resources Development performs Central Office functions related to the Bureau's programs in assisting Indians in business entrepreneurship, in creating job opportunities on reservations, in conducting manpower training programs, in finding employment on or off reservations, in obtaining credit and financing (including assistance in establishing and operating credit and financing institutions), and in providing other technical assistance. The Office also performs Central Office functions concerning road construction and maintenance.

Sec. 7 *Office of Trust Responsibilities*. The Office of Trust Responsibilities performs Central Office functions related to the Bureau's trust and legal responsibilities: (1) for the protection of the rights of Indians in their trust property and those rights affecting trust property that are afforded by tribal autonomy; (2) for the exercise of the authorities vested in the Secretary of the Interior by various laws concerning Indian trust property and for providing to Indians the services necessary for them to make decisions required of them in the application of these various laws; and (3) for administration of programs established to facilitate the trust. The rights involved include water rights, land titles, boundaries, use, hunting and fishing rights, and contracinal rights; the rights afforded by tribal autonomy include tax immunity or exemption and the right to regulate hunting and fishing, zoning and other land use.

Sec. 8 *Office of Indian Services*. The Office of Indian Services performs Central Office functions regarding programs of the Bureau designed to promote the welfare and development of individual Indians and Indian communities, to provide for municipal-type governmental services for Indian communities and to assist tribes in self-government. These programs include social services, housing, law and order, tribal government development, and youth and aged activities.

Sec. 9 Office of Public Affairs. In a staff capacity to the Commissioner, this Office reviews and coordinates all legislative development, Congressional relations, and public information activities of the Bureau. The Office reviews and analyses the legislative needs of the Bureau and tribes; prepares and reports on legislative proposals affecting Indians and Indian tribes as well as Bureau operations; and prepares and disseminates public information relating to Bureau programs and the Indian people generally.

Sec. 10 Office of Administration. In a staff capacity to the Commissioner, this Office performs Central Office functions regarding management of activities related to personnel, safety, procurement and property, facilities engineering, budget, finance and accounting, employment opportunity, and auditing, as well as correspondence control functions. The Office is also responsible for the performance of these functions for the Central Office and Southeast Agencies operations and for management of bureauwide administrative support services performed in Albuquerque, New Mexico.

Sec. 11 Effect on Other Secretary's Orders.

(a) This Order makes no change to the temporary delegations of authority provided in Secretary's Order Number 2950, dated December 2, 1972, as amended December 4, 1972 and February 9, 1973, nor to any redelegations of authority made pursuant to that Order.

(b) Secretary's Order 2946 dated July 26, 1971, and its Amendment Number 1, relating to the authority of the Deputy Commissioner of Indian Affairs, is hereby revoked.

Sec. 12 Administrative Provisions.

(a) Until a Commissioner is appointed, the Assistant to the Secretary for Indian Affairs will take immediate action to nominate Directors for the Offices established by this Order, and to implement provisions of this Order.

(b) Emple s presently assigned to Central Office functions are detailed to the Office to which their functions are assigned by this Order during the transition period necessary to implement the provisions of this Order. Appropriate reassignment actions will be taken following publication of revised organizational statements in the Departmental Manual.

Sec. 13 Effective Date. This Order is effective immediately.

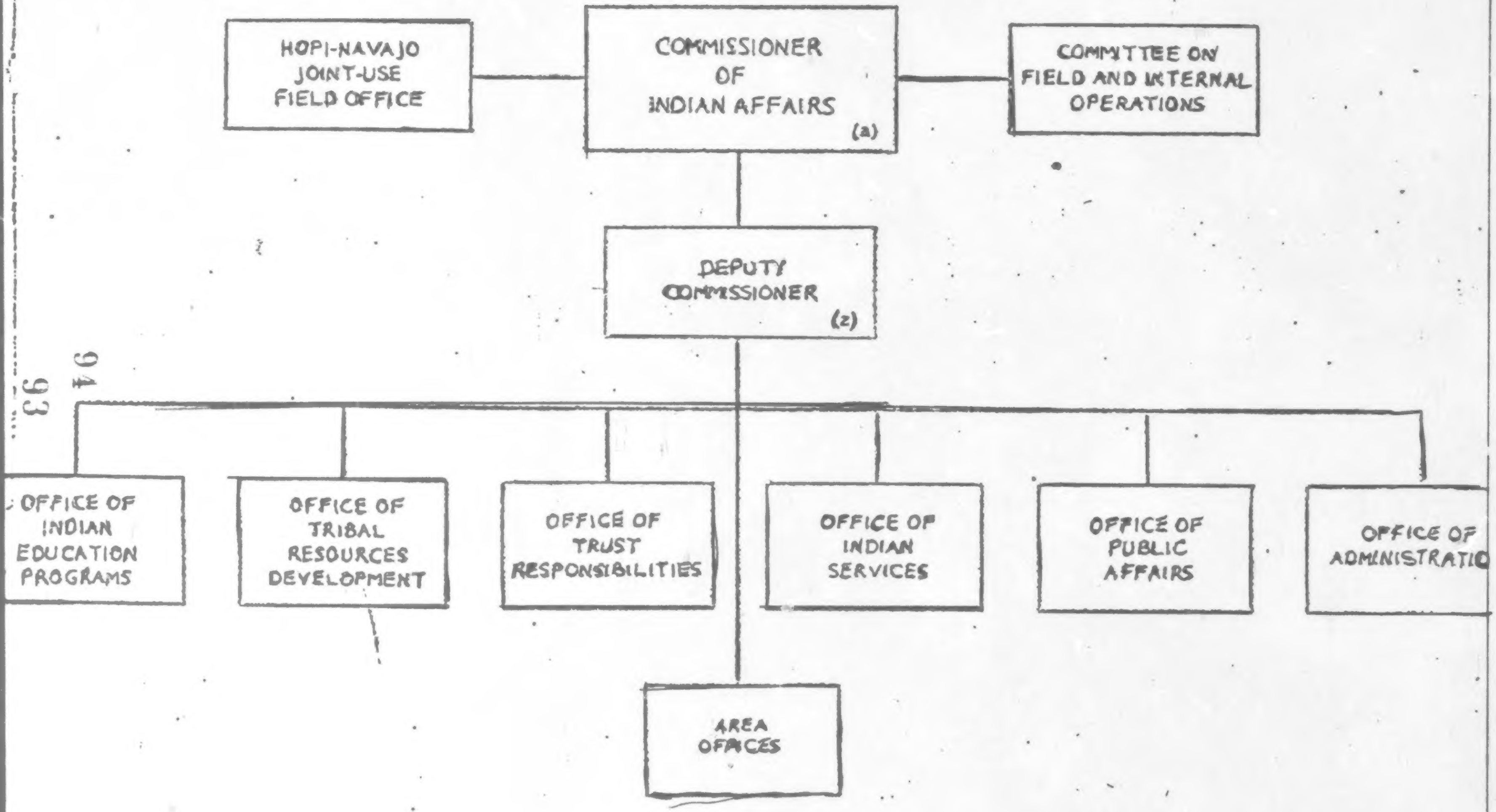
Rogers C B Morton

Secretary of the Interior

Date MAY 1 1 1973

Appendix

BUREAU OF INDIAN AFFAIR
CENTRAL OFFICE ORGANIZATION
May 1973


HOPI-NAVAJO JOINT-USE FIELD OFFICE
COMMISSIONER OF INDIAN AFFAIRS (a)
COMMITTEE ON FIELD AND INTERNAL OPERATIONS
DEPUTY COMMISSIONER (z)
OFFICE OF INDIAN EDUCATION PROGRAMS
OFFICE OF TRIBAL RESOURCES DEVELOPMENT
OFFICE OF TRUST RESPONSIBILITIES
OFFICE OF INDIAN SERVICES
OFFICE OF PUBLIC AFFAIRS
OFFICE OF ADMINISTRATIO
AREA OFFICES

: Until these positions are filled, their duties will be perform
by the Assistant to the Secretary for Indian Affairs and the Dep

United States Department of Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

MAY 11, 1973

Memorandum

To: Assistant to the Secretary for Indian Affairs

From: The Secretary Rogers C B Morton

Subject: Implementation of the Bureau of Indian Affairs Realignment

I have just signed Secretary's Order No. 2954 effecting the realignment of Central Office functions and responsibilities for the Bureau of Indian Affairs. This memorandum assigns responsibility for implementation of that Order.

Effective immediately, I am establishing a Steering Committee to provide executive direction for implementing both the realignment of Central Office functions and a thorough review and restructuring of the Bureau field organization. This, I believe, will serve to improve substantially the effectiveness of our delivery of services to Indian and native American peoples. To this end, the Steering Committee will provide policy guidance and oversight for the overall effort. I am asking you to take overall responsibility for establishing this Steering Committee, and as Chairman you will report to me through the Under Secretary. In addition, I am asking the following officials to serve with you on the Committee:

- The Assistant Secretary - Management
- The Assistant Secretary - Program Development and Budget
- The Solicitor.

The specific responsibilities of the Steering Committee will include the following:

- Organizing the overall implementation of the realignment and reorganization, including the development of a plan for the conduct of the review and assignment of specific work responsibilities for carrying it out

- Reviewing and monitoring the implementation of the Central Office realignment and the overall review of Bureau organization.

I am also establishing an Implementation Working Group to provide operational and staff support for the Steering Committee. This Working Group will be headed by a Project Director and will:

- Develop and implement a detailed work plan for reviewing the overall organization of the Bureau of Indian Affairs including the functions, roles and interrelationships of the Central Office and the field organization.

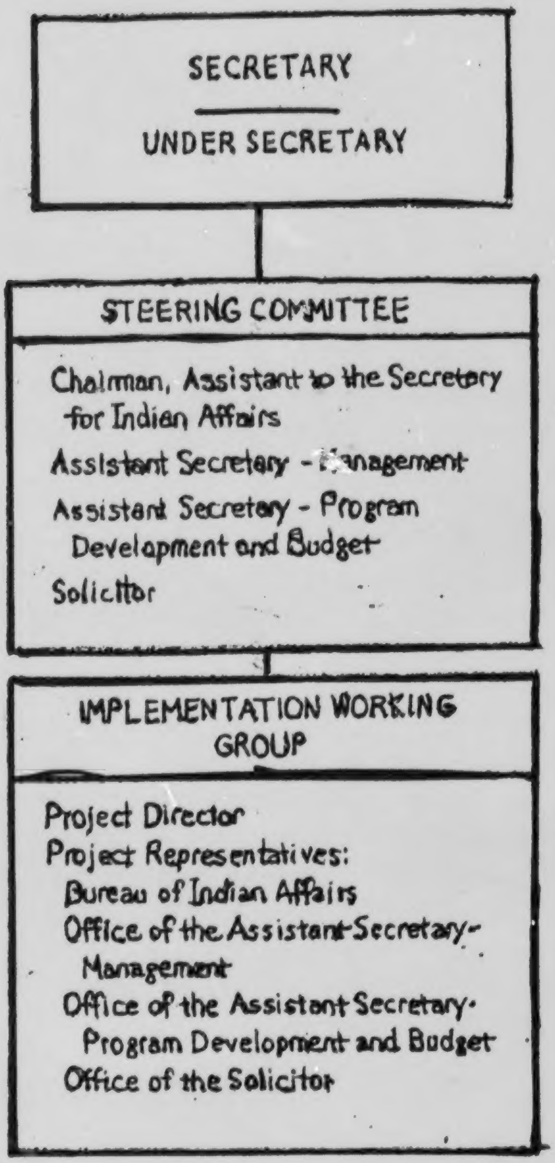
- Undertake and complete a detailed review of the Bureau organization, including the assessment and recommendation of improvements for management systems, procedures and controls.

- Assist in the implementation of staffing changes including the transfer or reduction of personnel and processing of related paperwork as required.

The relationship of the Steering Committee and the Implementation Working Group is shown in the chart attached to this memorandum.

The formation of the Working Group and designation of a Project Director is the responsibility of the Steering Committee. The Solicitor, the Assistant Secretary - Management and the Assistant Secretary - Program Development and Budget will make staff available from their offices for assignment to the Working Group.

3


SECRETARY
UNDER SECRETARY
STEERING COMMITTEE
Chairman, Assistant to the Secretary for Indian Affairs
Assistant Secretary - Management
Assistant Secretary - Program Development and Budget
Solicitor
IMPLEMENTATION WORKING GROUP
Project Director
Project Representatives:
Bureau of Indian Affairs
Office of the Assistant Secretary-Management
Office of the Assistant Secretary-Program Development and Budget
Office of the Solicitor

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United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

MAY 15 1973

Memorandum

To: All Employees, Bureau of Indian Affairs

From: Assistant to the Secretary for Indian Affairs

Subject: Reorganization of Bureau Headquarters

As you were informed by Assistant Secretary Bodman's January 18 memorandum, the Administration has initiated measures to assist the Secretary in performing his Indian trust responsibility and in improving services to federally recognized tribes.

The first such measure, as mentioned in Assistant Secretary Bodman's memorandum, is immediate realignment of the Bureau's Central Office functions in order to (1) transfer daily operational activities to Area and Agency offices; (2) reduce nonessential Central Office support staff; and (3) emphasize the need for carrying out our trust responsibility and provide policy guidance for delivery of other services to Indians.

After a great deal of study, we have obtained Secretarial approval by Secretarial Order No. 2954 of the attached realigned organization.

I have appointed a group to formalize the staffing patterns that will be required to carry out the new Central Office functions and to reduce Central Office positions to 715, as has been prescribed for us.

For an interim period, I am appointing the following persons to be the Acting Directors of the six new offices:

Acting Director, Office of Administration -
  Maurice W. Babby
    Acting Deputy Directors, Office of Administration:
      Harold Cox (Administrative Services, Albuquerque)

p. 98 blank

Carl Cornelius (General Management Services)
John Sykes (Financial Management Services)
Acting Director, Office of Indian Services -
Raymond Butler
Acting Director, Office of Indian Education Programs -
William Benham
Acting Director, Office of Public Affairs -
Ralph Reeser
Acting Director, Office of Tribal Resources
Development - Doyce Waldrip
Acting Director, Office of Trust Responsibilities -
LaFollette Butler.

During this interim period, Curtis Geiogamah will serve as Coordinator to bring about the conversion from the old to the new organizational structure. Mr. Geiogamah will report directly to me and will have full authority to implement the realignment plan as approved by Secretarial Order No. 2951. When Mr. Geiogamah is not in Washington, Mr. Doyce Waldrip will serve as Acting Director, Office of Tribal Resources Development, and also as Coordinator, as described.

Pending formation of the staffing patterns, the following interim assignments of Central Office staff at all locations are made immediately. It may well be that other assignments will have to be made before the staffing patterns are completed. Until you are notified otherwise, you will remain in your present office facilities.

We hope to meet with you soon and often to explain to you what is being done and to answer your questions.

Following are the interim assignments:

Office of the Commissioner

1. All persons now on detail from the Office of the Commissioner, Washington, and those assigned to the Office of the Commissioner shall continue to report to their current supervisors until further notice. Any persons uncertain of their assignment should contact the Coordinator.

Office of Indian Services

1 Office of Alaska Native Affairs
2. Division of Judicial, Prevention, and Enforcement
3. Division of Social Services

4. Division of Housing Development
5. Division of Tribal Operation
6. Office of Planning, except Division of Environmental Quality Services
7. Alcoholism Program
8. Division of Community Development

Tribal Resources Development

1. Division of Credit and Financing
2. Division of Industrial and Tourism Development
3. Division of Employment Assistance, except Adult Vocational Training
4. Division of Indian Technical Assistance
5. Division of Transportation
6. Office of Economic Development (Headquarters), except Research Coordinator position

Office of Trust Responsibilities

1. Office of Indian Water Rights
2. Division of Real Estate Services, except Land Records Improvement Program in Albuquerque
3. Division of Forestry
4. Division of Land Operations
5. Division of Natural Resources
6. Division of Environmental Quality Services
7. Division of Financial Management (Tribal Trust Fund function only)
8. Research Coordinator position from Office of Economic Development (Headquarters)

Office of Public Affairs

1. Office of Communications
2. Office of Legislative Development
3. Division of Legislative Review, of the Office of Education
4. Division of Film Production and Distribution of the Office of Education

Office of Indian Education

1. Office of Education Programs, except Division of Legislative Review and Division of Film Production and Distribution
2. Branch of Adult Vocational Training from Division of Employment Assistance

Office of Administration
1. Office of Audit
2. Equal Employment Opportunity

A. General Management Services
1. Division of Safety
2. Division of Personnel Management in Washington
3. Incentive Awards
4. Division of Plant Design and Construction
5. Division of Plant Management, except liaison in Albuquerque
6. MA&I Activity
7. Office of Management Systems in Washington, including Systems Standards & Control, and Management Systems & Development
8. Division of Property and Supply Management in Washington
9. Division of Contracting Services
10. Division of Records and Communications Services
11. Teacher Recruitment Unit
12. Field Support Services Office in Albuquerque, except Property and Supply Liaison and Mail Room
13. Office of Engineering (Headquarters)
14. Engineering Systems Staff
15. Administrative Services (Headquarters)

B. Financial Management Services
1. Fiscal Plans and Management (Headquarters)
2. Division of Budget
3. Division of Financial Management in Washington, except Tribal Trust Fund positions
4. Division of Program Analysis
5. Division of Statistics

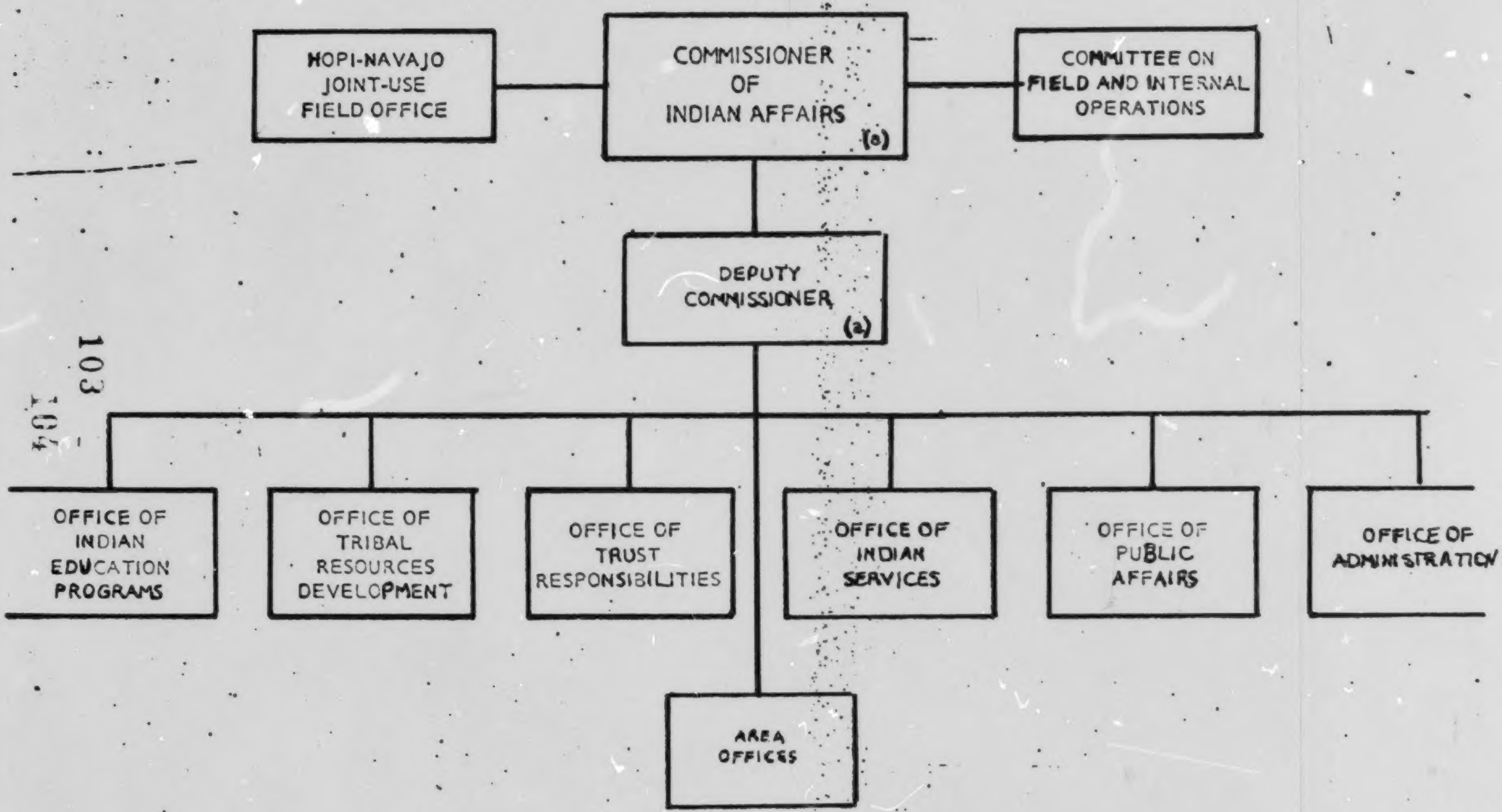
C. Administrative Services, Albuquerque
1. Office of Management Systems in Albuquerque
2. Division of Automatic Data Processing
3. Division of Employee Data and Compensation
4. Division of Systems Standards and Control in Albuquerque
5. Division of Management and Systems Development in Albuquerque
6. Division of Financial Management in Albuquerque, except Accounting Management
7. Plant Management Liaison in Albuquerque
8. Land Records Improvement Program in Albuquerque
9. Mail Room of Property and Supply in Albuquerque
10. Property and Supply Liaison in Albuquerque

By copy of this memorandum I am asking the Assistant Secretary--Management to assign members of his staff to work with the group who will meet in Tucson next week to develop staffing patterns.

Marvin L. Franklin
Assistant to the Secretary
for Indian Affairs

BUREAU OF INDIAN AFFAIRS
CENTRAL OFFICE ORGANIZATION

May 1973


HOPI-NAVAJO JOINT-USE FIELD OFFICE
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OFFICE OF INDIAN SERVICES
OFFICE OF PUBLIC AFFAIRS
OFFICE OF ADMINISTRATION
AREA OFFICES

Until these positions are filled [illegible] will be performed

APPENDIX C

CENTRAL OFFICE REALIGNMENT

1973

I. INTRODUCTION

In developing long-range organization and policy recommendations for the Secretary (1) in performing his Indian trust responsibilities and (2) in providing services to federally recognized tribes, Assistant Secretary Richard S. Bodman issued a memorandum on January 18, 1973 announcing the initiation of measures by the Administration to achieve its objectives in Indian affairs. One of the measures to be taken was the realignment of the Central Office functions in all of its locations, i.e. Washington, Albuquerque, Denver, Brigham City and others. The purpose of this paper is to recommend an organizational structure to carry out the realignment measure which will immediately result in (1) transferring daily operational activities from the Central Office to area and agency offices, (2) reducing nonessential support staff in the Central Office and (3) focusing attention on the need for carrying out our trust responsibilities and for providing policy guidance for delivery of other services to Indians.

A. BODMAN'S MEMORANDUM 1/18/73

Implicit in Bodman's memorandum regarding realignment is the creation of a Bureau structure that can respond quickly to meet Indian needs on a timely basis. This requires the placement of operating programs at or near the reservation or tribal level. The transfer of such responsibility to the field results in the reduction of the Central Office staff from 1,315 to 715.

B. THE NEW CENTRAL OFFICE ROLE

By implementing the sense of the Bodman memorandum the operation of programs by the Central Office is no longer needed, desired or practical and is being redirected by this realignment. The new Central Office role is policy guidance -- not program operations.

C. FRANKLIN'S CHARGE

The Assistant to the Secretary for Indian Affairs is charged with the responsibility for carrying out the realignment objectives. In accomplishing this a Task Force was formed to make recommendations on the realignment of headquarters functions and the allocations of authorized positions. After a review of the Interim Report of the Task Force the Assistant to the Secretary made certain modifications in the report and directed certain staff members to make a further review; this was done after discussion with the Assistant to the Secretary and the Deputy Assistant Secretary.

In directing that this be done the Assistant to the Secretary for Indian Affairs directed that the realignment achieve:

1. A Central Office Washington and field staff of not more than 715 authorized positions.

2. A Central Office in which emphasis is given to the trust responsibilities and that provides policy guidance for delivery of other services to reservation Indians.

II. ASSUMPTIONS

To achieve the Administration's objectives of creating a viable organization and delivery system to implement National Indian policy, the realignment of the Central Office must be more than just form -- there must also be a realignment of function. The over concern with form rather than function strikes at the heart of the government's failure to maximize the delivery of programs to Indians. Past policy has resulted in centralizing control in the hands of Washington program chiefs. Reduction of the size of the Washington Office will not in itself change the modus operandi of program operation if the power base lies in the hands of Washington directors. The control of power is the control of money and manpower; improvement in delivery of services and full performance of our trust responsibilities require not only a change in form, but a change in function.

A. The management concepts that are required represent a change in the roles of Central Office staff. Staff offices must carry out policy established by line officials and not usurp line authority or redirect policy, procedures or practices.

B. Under this concept of realignment of Central Office functions the lines of authority must clearly be stated: Commissioner, Deputy Commissioner, Area Directors and Superintendents or other officers in charge.

C. The restatement of functions of the Central Office will help to reduce the duplication of effort in program activities between the Washington-based and field offices as well as the duplication between the program activities and administration at the Washington level. Elimination or reduction of this duplication will make it possible to function with fewer staff members; even more important, though, is that it will bring about better administrative control so that we get maximum results from our administrative efforts.

III. THE VIABLE REALIGNMENT

A. OFFICE OF THE ASSISTANT SECRETARY OF INDIAN AFFAIRS

In this realignment we have not substituted an Office of the Assistant Secretary of Indian Affairs for the Office of the Commissioner. It is our understanding that realignment of the Central Office will not await the enactment of legislation to create an Office of the Assistant Secretary of Indian Affairs, hence, this decision.

We have incorporated the concept of a Committee on Field and Internal Operations composed of the Commissioner (later the Assistant Secretary), the Deputy Commissioner (later the Deputy Assistant Secretary), and the Area Directors. We have not included in the proposed manual release the concept of a National Indian Policy Advisory Board since to our knowledge the details have not been worked out. It is much needed and should be pursued.

IV. NEXT STEPS

A. DM 101.2.2 sets forth the requirements for Secretarial approval of proposed organizational changes.

B. Two procedures are acceptable. The formal procedure requires submission of a draft revision of the Departmental Manual on Bureau Organization with appropriate justifications and explaining impacts upon key positions, upon total numbers of positions, upon average grade, upon cost reduction efforts and office space. The less formal procedure would permit approval of organizational changes by Secretarial Memorandum with the understanding the formal procedure would be complied with as soon as possible.

C. Based upon these requirements, it is recommended that:

1. Immediate determination be made by Assistant to the Secretary Franklin and Deputy Assistant Secretary Rogers as to the form of organization to be recommended.

2. A memorandum has been prepared for Assistant to the Secretary Franklin's signature to Secretary Morton that includes:

a. Organization charts for each proposed Office and the entire Washington Office.

b. Functional statements for each Office and Division.

c. Explanation of the management or organizational rationale for proposed changes.

d. Comparison of recommended changes in terms of staffing.

3. A meeting with the Assistant Secretary for Office of Management and Budget, and if possible the Secretary, be scheduled to brief them on the proposed changes and that the memorandum go forward for approval following the meeting and based upon their reactions.

4. Upon memorandum approval of the organizational change by the Secretary, the Office of Administration should immediately begin preparation of the documents needed to comply with the formal requirements.

D. Determinations should be made upon personnel constraints outlined elsewhere in this report in order that upon memorandum approval of the organizational change by the Secretary, more or less firm designations of personnel to fill key positions can be quickly made. Failure to expeditiously make these designations and to permit such key officials to begin implementing the approved modifications will only make it more difficult to accomplish at a later date. Moreover, an already low morale will be made worse.

E. Certain steps can be taken at this time without organizational approval:

1. Transfer of personnel ceilings for the Indian Arts and Crafts Board from the Bureau to the Department where the Board is now organizationally located. (27 Positions)

2. Identify and assign three plant management positions in the Washington Office to the Southeast Area. (3 Positions)

3. Transfer supervision of the Southwest Title Plant from the Washington Office to the Albuquerque Area Office. (13 Positions)

4. Identify and assign 15 Real Property Management positions in the Washington Office to those area and agency offices where such assistance can be utilized. (15 Positions)

5. Assign Washington Office supervision of the Washington and Cleveland Field Employment Assistance offices to the Southeast Area. (10 Positions)

6. Assign Washington Office supervision of the Industrial Development Centers to the area offices covering the respective centers. (10 Positions)

7. Identify and assign six Washington Office Tribal Operations positions performing tribal enrollment functions to area or agency offices where such assistance is needed. (6 Positions)

8. Assign Washington Office supervision of the Seneca Liaison Office to the Southeast Area. (4 Positions)

9. Assign Washington Office supervision of the Institute of American Indian Arts to the Albuquerque Area. (Approximately 95 positions involved - these ceilings not previously considered in the Washington Office ceilings.)

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

Memorandum

To: Secretary

From: Assistant to the Secretary - Indian Affairs

Subject: Bureau of Indian Affairs Central Office Realignment

On January 18, Assistant Secretary Bodman called the attention of all concerned to the initiation by the Administration of measures to assist you in performing your Indian trust responsibility and in providing services to federally recognized Tribes.

The first measure mentioned in Assistant Seceretary Bodman's memorandum is immediate realignment of the Bureau's Central Office functions in order to (1) transfer daily operational activities to Area and Agency Offices; (2) reduce nonessential Central Office support staff and (3) emphasize the need for carrying out our trust responsibility and provide policy guidance for delivery of other services to Indians.

I perceive that there is no clear-cut definition of function to be performed at the Washington level. Without such a definition of function, staff is able to dip in and out of operations, either inadvertently or by design. The result is that the Central Office does not adequately perform the very important work it should be performing and the interference with field office functions causes a lot of lost motion, duplication of work and confusion.

I have utilized the Interim Report of the Task Force on Headquarters Realignment in reaching the decisions reflected in this memorandum.

Enclosed is a revised chart showing the realignment of the Headquarters Organization - Bureau of Indian Affairs, together with charts for each of the proposed new Offices. With each chart of the new Offices is material showing where the function is performed now, where the Interim Task Force Report would have the function, and where the function is under this recommendation and why it was placed there. Also, a sheet attached to each chart of the new Offices explains the personnel requirements as they are now, as they would have been under the Interim Task Force Report, and as they will be under this recommendation.

Enclosed also is a revision of Part 130 of the Departmental Manual, Chapters 2 through 8. This revision constitutes statements of what the functions of each of the Offices and Divisions of the Central Office will be. Chapter 9 would be rescinded making it necessary to renumber Chapters 10, 11, and 12 of Part 130.

I recommend these new charts and the revision of Chapters 2 - 8 be approved. Upon approval the procedures concerning changes in organization, as outlined in Part 101 of the Departmental Manual, will be followed and required documentation submitted.

Assistant to the Secretary
Indian Affairs

Enclosures

Approved as recommended:

Secretary of the Interior

V. Constraints on Management Actions in Connection with Realignment

In the course of considering recommendations to the Assistant to the Secretary as to how the realignment of the Washington Office should be implemented, several matters of concern became apparent. We urge that these need careful consideration by management during the decision.

1. Relationships with Other Departmental Offices: What is the place of Indian Affairs within the Department, and how is it to react with the staff offices of that organization?

   In the past, as a Bureau, matters which were beyond the authority of the Commissioner were referred to the Assistant Secretary for Public Land Management. Before he acted upon them, he referred them to one or more of the several Departmental staff offices for review and advice. At that time, Indian Affairs was in the posture of a subordinate office whose work and a recommendation had to be reviewed by higher offices before it could be acted upon.

   The Assistant Secretary for Indian Affairs now finds himself in the position of having duplicating staff offices in almost every instance but legal advice. Will he continue to seek the services of both? If a contract matter (formerly approved by the Commissioner) is submitted to him will he also have it reviewed by the Department's pertinent organization? Will all personnel matters get a second scrutiny from the Department's personnel office? If so, it would seem that one of the two offices is superfluous and that consideration should be given to the absorption of the Indian Affairs office by its Departmental counterpart.

   New rules of the road need to be established for the handling of such matters as personnel, budget, finance, procurement, property management, correspondence control, contracting, safety, etc. No other program assistant secretary has such staff offices under his immediate control and an identical group beside him. Confusion and uncertainty already are evident in correspondence control. It is bound to surface in other fields.

2. Indian Water Rights: Some time ago the issue of Indian water rights came to the fore when certain groups alledged that the Government was not doing all it should to protect the Indians in this matter. A demand was made that an organization be created which would report directly to the Secretary, and which would assist the Indians on water rights problems. It was finally determined that a unit reporting directly to the Commissioner would satisfy all parties.

Now it is proposed that this function be made a part of the Office of Trust Responsibilities and be allied with the protection of other Indian rights, such as those for hunting and fishing. This reduces its status by at least one level and amalgamates it with other matters. While we believe this is proper, we thought the foregoing should be brought to your attention.

3. Supergrades: Supergrade spaces are allotted by the Civil Service Commission on an individual job basis. The agency must show that the position warrants a particular supergrade (GS-16, 17, or 18) by virtue of the responsibilities vested in it. The fact, however, that an agency can prove the need for a supergrade will not automatically assure the obtaining of one. The Commission has fewer spaces available than are being requested by agencies. Our need will have to be shown as greater than any other in order to obtain one.

   In November, 1972, we had 8 supergrade jobs: Deputy, GS-18; Director of Education, GS-16; Director of Engineering, GS-16; Director of Economic Development, GS-16; Director of Indian Water Rights, GS-16; Assistant to the Commissioner, GS-16; Director of Management Systems, GS-16: Director of Fiscal Plans and Management, GS-16.

   Under current Civil Service Commission rules, a supergrade space automatically reverts to the Commission whenever it becomes vacant. It must be rejustified if the agency still feels a need for it, and it will again be awarded only in competition with the needs of other agencies. Two of our supergrade positions have been vacated since November, 1972: Deputy Commissioner, GS-18, and Director of Economic Development, GS-16. Thus, we have lost those supergrade spaces and now have only six. If any or all of these are vacated, either by employee initiative or agency action, the slots will revert to the Commission and will have to be rejustified. Further, if any current slots are to be used in a manner other than currently described, advance approval of the Commission--for both the new use of the space and the incumbent thereof--will have to be obtained.

A limiting condition, in filling these spaces, is the "Whitten Amendment." It provides that no employee, at the grade levels being discussed, may be promoted more than one grade in any 12 months. On the rare occasion of a showing of extreme hardship, the Commission is authorized to approve a two-grade, or more, promotion. We consider it extremely unlikely that the Commission will approve the promotion of a GS-15 to a 17, or a 14 to a 16. It may then be necessary, based on a proposed incumbent, to write a position description for the GS-16 or 15 level even though the desired level is 17. Thus, before any request for supergrade slots are submitted to the Commission, we recommend that the Assistant Secretary have an incumbent tentatively selected. (No commitment, however, should be made to the individual, because the Commission does not always approve our proposals.) The job should then be written around the strengths and abilities of the selectee, and a recommended grade assigned accordingly.

If the individual the Assistant Secretary wishes to select is a current Federal employee at the supergrade level, or is someone who has not been a Federal employee during the last 12 months, then the problem of getting approval of the Commission becomes a little less difficult. No difficulty, other than normal, is anticipated for the selection of any employee who would have a one-grade promotion.

It is understood that candidates for supergrade positions must be approved by the White House. In the past, several candidates have been unable to obtain this approval, which has necessitated further search.

We anticipate that we cannot retain our current supergrade complement of six and get an additional seven in order to support the new directorates and the old incumbents separately. It probably will be necessary, then, either to propose current supergrade employees for the new jobs, or to eliminate their positions and let them find their proper places through reduction-in-force. An alternative would be to talk to them individually and persuade them to accept lower graded positions somewhere within the organization. If they will do this voluntarily, a reduction-in-force would not be required. We cannot envision, however, that all will be willing to accept a demotion--perhaps to a GS-14 or 13 and possibly to a position outside of Washington.

4. Directorates: At the present time we have 13 directorates and independent "offices." The new organization contemplates six. Of the 13 current directorates and "office," six are headed by supergrades, GS-16's, and seven are headed by GS-15's. The new organization looks toward five being headed by supergrades and one by a GS-15.

An employee whose job is abolished is entitled to any position for which he is qualified and which is held by an employee of prescribed lower retention status. He is not entitled to be promoted and he is not entitled to a vacant position. In consequence, we recommend that any given directorate position not be filled on a permanent basis until the current directors who may be qualified for the job have been finally and officially moved to another position either by voluntary action or reduction-in-force, unless the new position is at the GS-17 level. This leaves management, we realize, in the unfortunate position of having to name "acting" directors until required processes have run their courses. Each situation will have to be given individual attention in order to decide on the best approach. We do not believe that these employees can be placed in a "manpower reserve." We will not have the necessary excess supergrades. Neither will we be able to reassign GS-15's in any reasonable time unless lower graded jobs are distorted to accommodate GS-15's. We believe this situation will require voluntary downgrading or reduction-in-force.

5. Division Chiefs and Other GS-15's: Virtually the same situation obtains with this group as is the case with Directorates. All are at the GS-15 level or lower, however, and could be moved to a manpower reserve if not desired in the new headquarters organization. Nonetheless, we would not regard this as a solution. Placement in valid GS-15 positions would take a matter of years, unless management were to decide on forced upgrading of some vacancies in order to accommodate them. Reduction-in-force and voluntary demotion would appear to be the best solutions. Whenever an individual would be entitled by retention rights to one of these positions and he is not desired, an "acting" probably has to be appointed until the undesired individual is finally placed in a permanent position in accordance with his retention rights.

6. Rank and File: Included in this group are all GS-14's and below. We believe that sufficient vacancies will exist in the field to allow most of these employes to be reassigned to positions of the same grade and rate of pay. All can be placed in a manpower reserve and selections then can go forward for filling headquarters positions and field vacancies. There undoubtedly will be particular cases which will require special action and, sometimes, the retention of an individual who may not be the choice for the job.

7. Indian Preference: Current Departmental and Bureau policy provides that:

a. In hiring, if a qualified Indian candidate is available, he must be hired even though a better qualified non-Indian is available.

b. In promotions, if a qualified Indian candidate is available, he must be promoted in preference to a better qualified non-Indian. The Commissioner (now the Assistant Secretary), however, is authorized to make an exception if the best interests of Indian Affairs require it.

c. In reassignments, no preference is given to Indians.

d. In reduction-in-force, employees are ranked by their types of appointment. Within this, veterans are placed in a group at the top. Within the veteran and nonveteran groups, Indians are placed at the top. After such placement, employees are ranked in descending order by length of service.

In December 1972, the Federal District Court for the District of Columbia, ruled that certain portions of this policy were not in accordance with law. The court ruled that no exceptions could be granted in promotions, that Indian preference did apply in reassignments, that, in fact, Indian preference had to be applied whenever a vacancy was filled by whatever means. In January 1973, the Department determined that existing preference policy would not be modified and that the court decision would be appealed. In March, 1973, a representative of the Solicitor's office advised Indian Affairs that the plaintiff's attorney in the case was considering filing suit for contempt of court, because the Bureau had not implemented the court decision. The Solicitor's representative seemed to be concerned that Indian Affairs might have taken actions after December 21, 1973, which were contrary to the Court's order. We presume that such contrary actions have taken place. A group of Bureau employees filed suit in Albuquerque Federal Court last year. This suit challenged the constitutionality of Indian preference. The case was heard in November. The three-judge court has not yet given a decision.

It would appear that rulings on Indian preference will have an effect upon our actions in realigning Headquarters. But no matter what we do, we may be damned.

A relaxed Indian preference policy allows management greater choice in making selections; it will at least maintain, if not increase, non-Indian employment in the Bureau. A tight Indian preference policy will restrict management in making selections. It will, however, increase Indian employment.

8. Manpower Reserve: This is a technique employed recently by some agencies in an effort to avoid reduction-in-force--primarily to let the agency have full sway in making selections for an organization. For headquarters offices of Indian Affairs it would work in this manner:

   a. Except for supergrades, where only a limited number of spaces exist, all employees technically would be moved out of the organization and placed in a manpower pool.

   b. Management would then select, from this manpower pool, those whom they wish to have in the new organization. Selections would have to be limited to employees of the same grades as the jobs in which they are wanted. Selected employee would have to be qualified for the position. If an employee is wanted for a higher graded position, normal promotion practices would have to be followed.

   c. After the new organization is filled, the balance of the employees in the pool would be subject to reassignment to field or headquarters vacancies, as they occur.

This technique has been labeled by the newspapers as "Reassignment to Oblivion." Considerable unrest and unhappiness can be anticipated, with many employees appealing to unions, the Civil Service Commission and members of Congress. Some may appeal to newspapers for assistance.

An employee not selected for retention in headquarters will consider this an affront and will look for ways and means to have the action declared improper. Indian Affairs must be prepared to withstand this sort of reaction. If management exercises the right of selection all the way down the line, those who remain to be reassigned will be looked upon by area and headquarters personnel alike as culls--as undesirables who are being pushed aside. This, too, must be considered. Certainly, a reaction from Area Directors can be anticipated.

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A possible means of avoiding such reactions would be to use reduction-in-force procedures and retention standing to select those who would stay in headquarters positions. This would deny management the right to selection in many instances, but would assure that some good and some poor employees would be distributed to both headquarters and the field. Employees, we think, would be able to cope with this kind of selection in better fashion than one which is based solely on a supervisor's opinion or desire.

9. Reduction-in-Force: This is a Civil Service procedure whereby the number of employees in a given organization can be reduced in accordance with predetermined rules. Briefly, it places all employees in competitive levels according to the kind of work being performed and ranks them in those levels in accordance with (1) the type of appointment; (2) veterans' status; (3) right to Indian preference; and (4) length of Federal service. When jobs are abolished in a competitive level, employees are removed from that level starting at the bottom of the register, in ratio to the number of jobs dropped. These employees then become eligible for consideration for other jobs of the same or lower grade for which they are qualified and which are held by someone with lower retention ranking.

The usual result is that when one job is abolished, a number of employees are offered jobs in successively lower grades, until finally there are no lower-graded jobs to offer and the last employees touched are separted. No employee has a "right" to a vacancy, nor to be promoted. An employee, however, may be offered a vacancy. The procedure allows management very little choice in selecting people for jobs. It is one, though, that is understood by employees and, while not liked, is accepted as a fair way of reducing staff.

10. Costs of Reducing the Work Force: Employees who are changed to a lower grade, and whose salaries exceed the highest level of the new grade, are entitled to keep their current salaries for two years.

Employees who are reassigned to a new duty station are entitled to the payment of expenses incident to the move in accordance with existing regulations.

Employees who are separated are entitled to severance pay or discontinued service annuities (if eligible), plus a lump sum payment for all leave accumulated to certain maxima.

It's about six of one and half a dozen of another. It costs just about as much to keep an employee as to separate him, unless he is eligible and opts for retirement.

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11. Area Participation in Reassignments to Field Vacancies: Area offices ordinarily are consulted before Washington Office employees are assigned to the field. If the Bureau decides to utilize existing field vacancies as a means of reducing the staff of the Washington Office, it will have to consider the extent of consultation which will be permitted. Consultation with areas will extend the length of time necessary to reduce the Washington Office. Consultation may act to prevent the reassignment of some employees.

12. Tribal Participation in Selections: For many positions, the Bureau has a policy of consulting with tribal leaders before placing a man in a job. Many tribes believe that the right of selection for agency jobs is theirs, although the Bureau has attempted at least twice to set the matter straight--consultation only.

    If the Bureau decides to use reassignment to field vacancies as the principal means of reducing Washington Office staff, it will have to decide whether or not to consult first with interested tribes. If it decides to do so, the process of reducing the Washington Office will be greatly prolonged. If the Bureau decides to recognize a Tribe's opposition to a proposed placement, the job of reassignment will become extremely difficult if not impossible.

13. Offers of Reassignment to an Employee: Management has the right to reassign an employee to any position of the same grade and rate of pay for which he is qualified, regardless of the employee's current location or the location of the job to which he is being reassigned. If the employee refuses the reassignment, he can be separated for "Failure to Accept Reassignment." He then is entitled to a discontinued service annuity, if he is eligible. If not, he is entitled to severance pay. The decision whether or not to separate is the agency's. The agency may, if it wants to, offer a second or third job if the employee declines preceding offers.

14. Temporary Employment: In setting up the recommended organization of the headquarters offices, no consideration was given to the number of temporary employees that may be on the rolls in the various offices. The total number for headquarters of 715 does not consider any temporary appointees. These people would have to be separated, in all probability, before the downgrading or elimination of any permanent employees could be considered.

15. Outside Employment: The Bureau may select a candidate from outside the Federal Government to fill any vacancy. The candidate has to be selected in accordance with Civil Service regulations governing employment. In a reduction-in-force situation, the Bureau must be very careful that the new employee has sufficient retention standing that he cannot be "bumped" by a current employee who has been affected by the reduction-in-force, or that he is placed in a job for which no current employee so affected can qualify.

Summary: In order to proceed with the realignment of headquarters positions, we recommend:

1. That the Assistant Secretary enter into negotiations with the Department to obtain an understanding of the relationships between the various staff offices of the Bureau and the Department.

2. That the matter of Indian water rights is no more important than hunting or fishing rights, and that water rights be placed at the level recommended by the committee.

3. That an immediate determination be made as to which of the current incumbents of supergrades are desired in the realigned organization.

4. That action be taken to eliminate the undesired supergrade positions and that the incumbents be given offers in accordance with their rights, or be persuaded to accept other positions.

5. That "acting" directors be named in those instances in which permanent placement of a candidate is not possible at this time.

6. That the same attention, as is recommended for supergrades in points 4 and 5, be given to GS-15's at large.

7. That Indian preference remain as it is until final court actions are forthcoming.

8. That reduction-in-force be used to reduce the number of supergrade and GS-15 employees in those instances that incumbents will not volunteer to accept other positions.

9. That the manpower reserve concept be used for those employees who will not be a part of the realigned headquarters force.

10. That reduction-in-force procedures be used to determine who among the rank and file employees (GS-14 and below) will go into the realigned organization and who will be available for reassignment to the field.

11. That Area Directors not be consulted as to which employee will be offered a particular position.

12. That Tribes not be consulted as to which employee will be offered a particular position.

13. That both Area Directors and Tribes be advised of the fact that they will not be consulted and the reasons for this decision.

14. That an employee be made only one offer of reassignment; if he refuses, he would then be separated for failure to accept reassignment.

15. That management be aware that some valued employees may have to be separated because they hold temporary appointments.

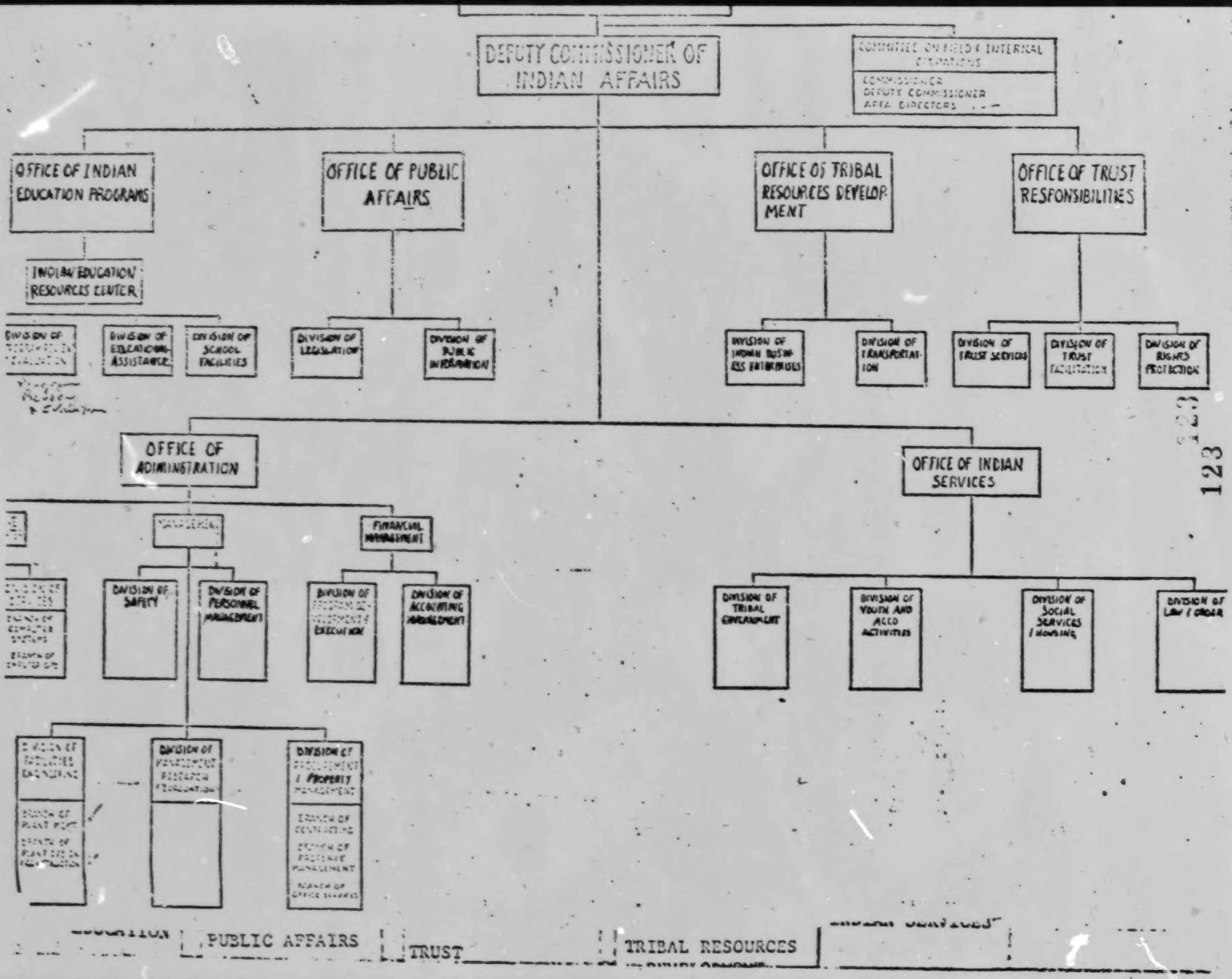
16. That management exercise caution in hiring new employees until it can be determined that such employment will not be jeopardized by current employees with higher retention rights.

.1 Overall Organization. The overall organization of the Bureau of Indian Affairs consists of a headquarters in Washington, D.C. and other locations; Area Offices, Agency Offices and other field offices located at various places throughout the country. The Commissioner of Indian Affairs is the chief executive of the Bureau. The Commissioner, the Deputy Commissioner, the Area Directors, the Agency Superintendents and officers in charge of other field offices are the line officials of the Bureau. A Committee on Field and Internal Operations composed of the Commissioner, the Deputy Commissioner and the Area Directors sets policy and procedures regarding field and internal operations of the Bureau within the framework of broad policy guidelines set by the Commissioner and the Secretary of the Interior.

.2 Central Office Organization. The Bureau headquarters consists of the Office of the Commissioner and five mission-oriented program offices as described in Chapters 3 through 7; and one administrative support office as described in Chapter 8.

Operations are carried on by the Bureau's Area and other field offices. herefore, the functions of the headquarters office are (1) to coordinate bureauwide budgets and justifications from data supplied from Area and Agency Offices; (2) to develop bureauwide legislative programs and to prepare legislation and reports thereon; (3) to advise the Commissioner and Department on Bureau programs and on specific items or cases that are in the headquarters office or the Department for consideration or approval; (4) to carry on liaison with other Federal agencies regarding Indian programs and needs; (5) to advise the Commissioner and the Department on policy matters, regulation and manual changes and interpretations and (6) to participate in periodic and special review of field operations.

.3 Office of the Commissioner. The Commissioner of Indian Affairs directs the total operations of the Bureau and generally represents the Bureau in dealings with the Congress, the Department, Indian people, and the public. He is assisted in these functions, particularly as related to internal management of the Bureau, by a Deputy Commissioner.


DEPUTY COMMISSIONER OF INDIAN AFFAIRS
COMMITTEE ON FIELD & INTERNAL OPERATIONS
COMMISSIONER
DEPUTY COMMISSIONER
AREA DIRECTORS
OFFICE OF INDIAN EDUCATION PROGRAMS
INDIAN EDUCATION RESOURCES CENTER
DIVISION OF
DIVISION OF EDUCATIONAL ASSISTANCE
DIVISION OF SCHOOL FACILITIES
OFFICE OF PUBLIC AFFAIRS
DIVISION OF LEGISLATION
DIVISION OF PUBLIC INFORMATION
OFFICE OF TRIBAL RESOURCES DEVELOPMENT
DIVISION OF INDIAN BUSINESS ENTERPRISES
DIVISION OF TRANSPORTATION
OFFICE OF TRUST RESPONSIBILITIES
DIVISION OF TRUST SERVICES
DIVISION OF TRUST FACILITATION
DIVISION OF RIGHTS PROTECTION
OFFICE OF ADMINISTRATION
MANAGEMENT
FINANCIAL MANAGEMENT
DIVISION OF SAFETY
DIVISION OF PERSONNEL MANAGEMENT
DIVISION OF
EXECUTION
DIVISION OF ACCOUNTING MANAGEMENT
BRANCH OF COMPUTER SYSTEMS
BRANCH OF
DIVISION OF FACILITIES ENGINEERING
BRANCH OF PLANT
BRANCH OF
DIVISION OF MANAGEMENT RESEARCH & EVALUATION
DIVISION OF PROCUREMENT & PROPERTY MANAGEMENT
BRANCH OF CONTRACTING
BRANCH OF PROPERTY MANAGEMENT
BRANCH OF OFFICE SERVICES
OFFICE OF INDIAN SERVICES
DIVISION OF TRIBAL GOVERNMENT
DIVISION OF YOUTH AND AGED ACTIVITIES
DIVISION OF SOCIAL SERVICES & HOUSING
DIVISION OF LAW & ORDER
EDUCATION
PUBLIC AFFAIRS
TRUST
TRIBAL RESOURCES
INDIAN SERVICES

EXPLANATION OF REASONS FOR PROPOSED CHANGES IN ORGANIZATION

OFFICE OF THE COMMISSIONER

I. Where The Function Is Performed Now

At present the Commissioner's Office includes the Commissioner of Indian Affairs, a Deputy Commissioner, with clerical and administrative support, Assistants to the Commissioner, Office of Audit, Office of Communications, Office of Inspection, Office of Legislative Development, Office of Planning, Office of Alaska Native Affairs, and an Office of Indian Water Rights.

II. Where The Task Force Would Have Placed The Function

Under the Task Force recommendation the Office of the Assistant Secretary of Indian Affairs would consist of the Assistant Secretary, Deputy Assistant Secretary, a staff of three and nine unassigned positions.

III. Where The Function Is Under This Recommendation and Why It Was Placed There

We did not change this part of the Task Force recommendation. We did, though, abolish the proposed Office of Special Projects and would put the Hopi-Navajo Land Use Field Office, to be located in Flagstaff, Arizona, directly under the Commissioner.

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BUREAU OF INDIAN AFFAIRS

	Franklin Committee			Task Force			Current		
	Wash.	Other	Total	Wash	Other	Total	Wash	Other	Total
e of the Commissioner	15	5	20	14	5	19	24	24	48
ssioner	1	-	1	1	-	1	1	-	1
y	1	-	1	1	-	1	1	-	1
	3	-	3	3	-	3	22	19	41
jo-Hopi Joint Land Use ld Office	-	5	5				-	5	5
signed	10	-	10	9	-	9			

SUMMARY

BUREAU OF INDIAN AFFAIRS

	Franklin Committee			Task Force			Current		
	Wash.	Other	Total	Wash	Other	Total	Wash	Other	Total
au	321	394	705	322	393	715	551	767	1,318
issioner	15	5	20	14	0	14	24	24	48
ee of Indian Education grams	14	42	56	14	42	154 56	53	101	154
ce of Public Affairs	16	-	16	18	-	18	29	-	29
ce of Tribal Resources relopment	35	31	66	42	31	73	93	53	146
ice of Trust Responsibilities	39	9	48	40	5	45	60	47	107
ice of Administration	152	301	453	146	285	431	213	526	739
ice of Indian Services	50	6	56	42	22	64	73	16	89
pped: Task Force's pecial Projects"				6	8	14			
laska Native Affairs							6	-	6

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Chapter 3 Indian Services

.1 The Office of Indian Services is responsible for performing the Central Office functions regarding programs of the Bureau designed to promote the welfare and development of individual Indians and Indian communities, provide for municipal type governmental services for Indian communities and assist tribes in self-government. These programs are Social Services and Housing, Law and Order, Tribal Government, and Youth and Aged Activities.

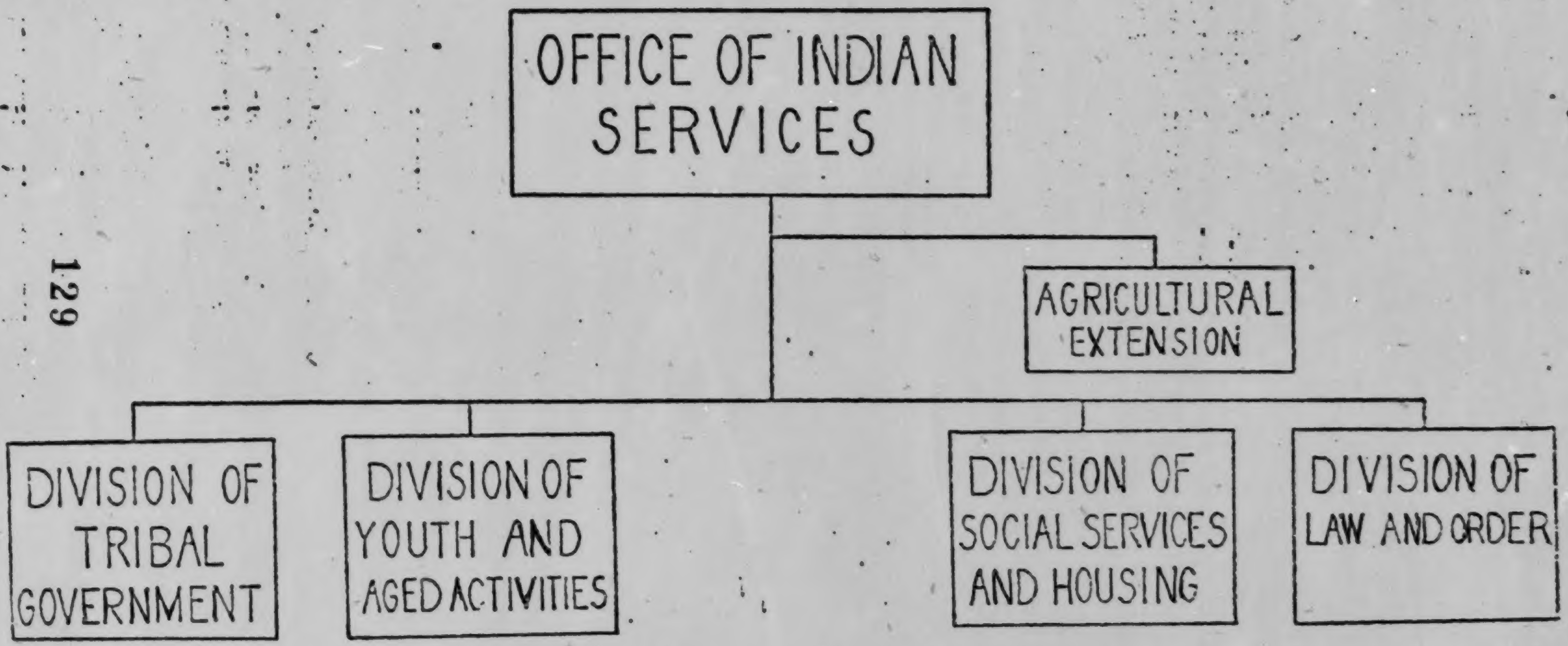
A. The Division of Social Services and Housing, in a staff capacity, performs the Central Office functions regarding the Bureau's programs for assisting Indians in coping with social problems and to better utilize available community resources. The programs include individual counseling; financial assistance for needy Indians on reservations; arranging foster care for dependent, neglected, and handicapped Indian children; and referral of Indians to local or state agencies for assistance where appropriate. Programs in prevention of crime and to assist tribes in development of social services programs are also included. Also in a staff capacity, performs the Central Office functions regarding the Bureau's programs to provide and improve housing for Indians; assist and train Indians in initiation and management of housing programs; assist in identifying available programs from the Department of Housing and Urban Development and in obtaining these programs; and to provide grants to Indians to renovate or build houses when other Federal programs are not available.

B. The Divison of Law and Order, in a staff capacity, performs the Central Office functions regarding the Bureau's programs concerning law and order. This includes programs related to law enforcement; training of Indian personnel in police work; enforcement of trading regulations; enforcement of hunting and fishing regulations; and the coordination of such programs with other agencies.

C. The Division of Tribal Government, in a staff capacity, performs the Central Office functions regarding the Bureau's programs concerning the development and improvement of tribal government structures and political processes. Establishes, with the assistance of other Federal agencies and other available sources, broad comprehensive programs for the development and improvement of all phases of tribal government and tribal business activities including theory of government and business organization; parlimentary rules of procedure; comprehensive reservation planning (with package funding); operation of tribal judicial systems (with probation and parole). Such programs when developed at the

Central Office level are tailored to fit the particular needs of tribes for delivery by the Bureau's field offices.

D. The Division of Youth and Aged Activities, in a staff capacity, performs the Central Office functions in developing programs directed at Indian youth on reservations and at the special problems of aged Indians on reservations. This involves coordination with other activities within the Bureau and also liaison with other governmental agencies, foundations, and entities to the end that special attention is focused on the problems of reservation Indian youth and aged Indians.


OFFICE OF INDIAN SERVICES
AGRICULTURAL EXTENSION
DIVISION OF TRIBAL GOVERNMENT
DIVISION OF YOUTH AND AGED ACTIVITIES
DIVISION OF SOCIAL SERVICES AND HOUSING
DIVISION OF LAW AND ORDER

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EXPLANATION OF REASONS FOR PROPOSED CHANGES IN ORGANIZATION

OFFICE OF INDIAN SERVICES

I. Where The Function Is Performed Now

The functions of this office are currently in the Office of Community Services (Community Development; Employment Assistance; Housing Administration; Judicial, Prevention and Enforcement Services; Social Services; and Tribal Operations) and in the Office of Planning (Youth Development Program).

II. Where The Task Force Would Have Placed This Function

The interim report of the Task Force on Headquarters Realignment recommended, in addition to the Directorate, four divisions (Welfare and Housing; Law and Order; Tribal Operations; and Indian Audit Services).

III. Where The Function Is Under This Recommendation And Why It Was Placed There

A. Our recommendation is that the program activities within the Division be realigned and identified as follows:

1. Directorate, including a liaison officer for Agricultural Extension Services.
2. Tribal Government (redefined).
3. Welfare and Housing.
4. Law and Order.
5. Youth and Aged Activities.

B. This realignment reflects a transfer of the Indian Audit Services to the Office of Administration. The transfer of the audit function to Administration is recommended based upon the premise that it, by nature, is an inherent administrative responsibility and the scope of effort can and should be broadened to provide improved administrative practices at the agency level.

C. We recommend creation of a Division of Youth and Aged Activities in order that more adequate recognition be given to the fact that approximately half of the reservation Indian service population is below sixteen years of age and the number is constantly growing. There is also need to focus attention on the special problems of aged Indians on reservations.

D. Law and Order would be responsible only for law enforcement and training of enforcement personnel.

E. Tribal Government would be redesigned from the proposed Office of Economic Development as it was thought this was more service oriented rather than developmental. The Tribal Operations functions would be included in this Division as would the judicial systems. We believe the fact that the Federal Government deals with tribal governments warrants emphasis on this function and that having a Division that encompasses most of the tribal government functions will lead to more coordinated effort.

BUREAU OF INDIAN AFFAIRS

	Franklin Committee			Task Force			Current		
	Wash.	Other	Total	Wash.	Other	Total	Wash.	Other	Tot
fice of Indian Services	50	6	56	42	22	64	73	16	8
rectorate	5	-	5	5	-	5	6	-	
vision of Tribal Government Includes Office of Planning, Abolishes Missouri River Basin and Tribal Operations)	27	-	27	20	0	20	38	13	5
vision of Youth and Aged ctivities	3	-	3						
vision of Social Services nd Housing	11	-	11	11	-	11	18	-	1
vision of Law and Order (Excludes Prevention (Transferred to Social Services) and Judicial (Transferred to Tribal Government)	4	6	10	4	6	10	11	3	1
dian Audit Services Transferred to Administration				2	16	18			

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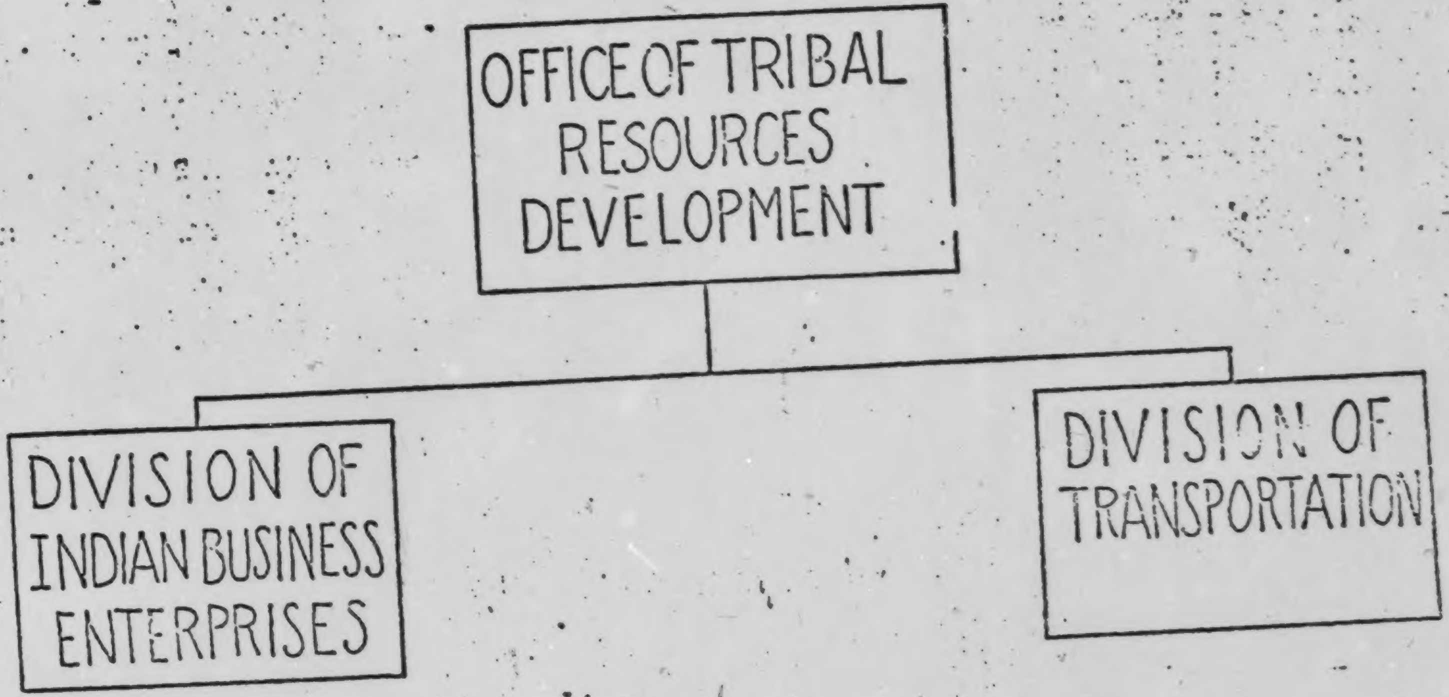
.1 The Office of Tribal Resources Development performs the Central Office functions with regard to the Bureau's programs in assisting Indians in business entrepreneurship, in creation of job opportunities on reservations, in manpower training programs, in finding employment on or off reservations, in obtaining credit and financing (including assistance in establishing and operating credit and financing institutions), and in providing other technical assistance. Also, performs the Central Office functions concerning road construction and road maintenance.

A. The Division of Indian Business Enterprises, in a staff capacity, to the Director, performs the Central Office functions regarding the Bureau's programs designed to stimulate reservation economics and enhance the capabilities of Indian people to participate fully in the economics of their reservations or their Nation; provides multi-functional analysis of reservation economics, business and engineering assistance in the development of businesses and related employment, employment assistance, and financial analysis and assistance to tribes and individual Indian people.

B. The Division of Transportation, in a staff capacity to the Director, performs the Central Office functions of the Bureau relating analysis, design, construction and maintenance of roads, bridges, air fields, and other transportation facilities to enhance reservation economics and serve Indian and Alaska Native people.

PUBLIC AFFAIRS | TRUST


OFFICE OF TRIBAL RESOURCES DEVELOPMENT
DIVISION OF INDIAN BUSINESS ENTERPRISES
DIVISION OF TRANSPORTATION

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EXPLANATION OF REASONS FOR PROPOSED CHANGES IN ORGANIZATION

OFFICE OF TRIBAL RESOURCES DEVELOPMENT

I. Where The Function Is Performed Now

The functions of this office are now in the Office of Engineering, the Office of Community Services, the Office of Economic Development, and the Office of Planning.

II. Where The Task Force Would Have Placed The Function

The Task Force recommended a Directorate and five Divisions:

1. Manpower (On-The-Job Training, Direct Employment)

2. Indian Business Enterprises (Credit, Industrial Development, Tourism)

3. Indian Technical Assistance

4. Transportation (Equipment Management, Road Construction, Road Maintenance)

5. Tribal Government Development (Comprehensive Planning, Package Funding, Tribal Affairs Management, Tribal Government Development, and Planning Systems)

III. Where The Function Is Under This Recommendation And Why It Was Placed There

A. We abolished the proposed Division of Manpower Programs and put On-The-Job Training and Direct Employment in the Division of Indian Business Enterprises.

B. We also abolished the Division of Indian Technical Assistance and placed the function under the Division of Indian Business Enterprises. The reason for our actions in A and B is that we have long recognized the problems encountered in trying to mesh our efforts at job creation with the efforts in training and employment. We believe that a division that has as its concerns the totality of job creation, improvement and encouragement of business acumen, technical assistance where needed, and job training and employment services will be much better able to bring together a concerted effort on this very significant need of Indian people.

C. The only change we would make in the Division of Transportation would be to eliminate Equipment Management as a separate function since it is an integral part of any construction or maintenance operation. If there is to be a centralized equipment management system, it should be placed in Administration rather than in any program activity.

D. We placed all of Tribal Government Development in the Office of Indian Services and the reasons are stated under that heading.

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BUREAU OF INDIAN AFFAIRS

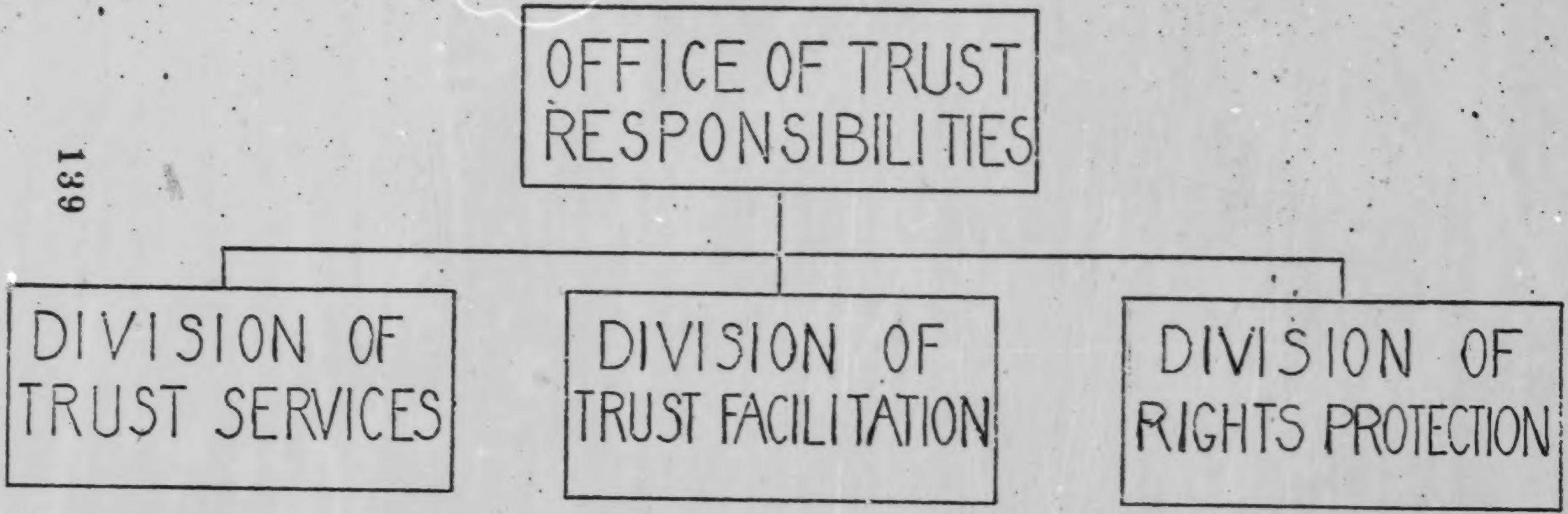
	Franklin Committee			Task Force			Current	
	Wash.	Other	Total	Wash	Other	Total	Wash	Other
Office of Tribal Resources Development	35	31	66	42	31	73	93	53
Directorate	5	-	5	5	-	5	13	-
Division of Indian Business Enterprises	25	19	44	13	4	17		
(Includes:								
Industrial Development and Tourism							23	9
Credit							10	5
Outdoor Recreation							1	-
Manpower and On-the-Job Training				7	-	7	22	2
dian Technical Assistance)				5	15	20	5	30
Division of Transportation	5	12	17	5	12	17	10	7
Transferred to Indian Services:								
Tribal Government Development				7	-	7	9	-

.1 The Office of Trust Responsibilities, in a staff capacity, performs the Central Office functions relative to the Bureau's trust and legal responsibilities (1) for the protection of the rights of Indians in their trust property and those rights affecting trust property that are afforded by tribal sovereignty, (2) for the exercise of the authorities vested in the Secretary of the Interior by various laws concerning Indian trust property and for providing to Indians the services necessary for them to make decisions required of them in the application of these various laws, and (3) for administration of those programs which are provided to facilitate the trust.

A. The Division of Rights Protection performs staff work and provides staff assistance and advice to the Director regarding the protection of the rights of Indians in their trust property and those rights affecting trust property that are afforded by tribal sovereignty. Specifically, the rights referred to include water rights, land titles, boundary disputes, trespass, hunting and fishing rights and contractual rights; the rights afforded by tribal sovereignty include tax immunity or exemption and the right to regulate hunting and fishing, zoning and other land use. Acts as liaison between field offices and the Department on specific cases to bring about an administrative or judicial solution. If a legislative remedy is required, works with the Office of Public Affairs in preparation of legislation and legislative reports.

B. The Division of Trust Services performs staff work and provides staff assistance and advice to the Director regarding the Bureau's real estate, forestry, range, and Indian trust fund programs. Staff work, assistance and advice pertains to the exercise of the authorities vested in the Secretary of the Interior by various laws concerning Indian trust property and for providing to the Indians the services necessary for them to make decisions required of them in the application of these various laws.

C. The Division of Trust Facilitation performs staff work and provides staff assistance and advice to the Director regarding applicable Central Office functions concerning environmental quality, irrigation operation and maintenance, irrigation construction, and soil and moisture conservation.


OFFICE OF TRUST RESPONSIBILITIES
DIVISION OF TRUST SERVICES
DIVISION OF TRUST FACILITATION
DIVISION OF RIGHTS PROTECTION

EXPLANATION OF REASONS FOR PROPOSED CHANGES IN ORGANIZATION

OFFICE OF TRUST RESPONSIBILITIES

I. Where The Function Is Performed Now

The functions of this office are now performed by the Office of Economic Development, the Office of Indian Water Rights, the Office of Community Services, the Office of Fiscal Plans and Management, the Office of Engineering, and the Office of Planning.

II. Where The Task Force Would Have Placed The Function

The functions of this office would have been placed in an Office of Trust Responsibilities, an Office of Special Projects, and in an Office of Management and Budget.

III. Where The Function Is Under This Recommendation And Why It Was Placed There

A. The Task Force recommended an Office of Trust Responsibilities with a Directorate and four Divisions: Real Estate Services, Land Operations (Soil and Moisture Conservation, Range, Agricultural Extension, and Outdoor Recreation), Forestry, and Irrigation. We completely redesigned this Office into three Divisions: Rights Protection, Trust Services, and Trust Facilitation. The reason for this is that we believe this allows a more realistic description and grouping of functions. This will also permit opportunity for greater flexibility in organization of field offices.

B. We eliminated the Office of Special Projects as recommended by the Task Force and placed Indian Water Rights in a Division of Rights Protection. The reason for this is to give equal emphasis to the protection of other rights (enumerated in the functional statements) which are corollary to water rights and just as important. These rights have not in the past received adequate consideration and emphasis.

C. The elimination of the Office of Special Projects, which the Task Force recommended be established, left Environmental Quality to be placed. This function was placed in the Division of Trust Facilitation.

D. The Task Force recommended that Tribal Trust Funds be placed in the Financial Management Division, Office of Management and Budget. We have divided the approval, or trust, function from the accounting and audit functions. We have placed the approval, or trust, function regarding tribal trust funds in the Division of Trust Services. The audit function will be placed in the Directorate for the Office of Administration. The accounting function as well as the mechanics of tribal trust funds investments will be in the Branch of Financial Operations, Division of Operations, Administrative Service Center.

E. Agriculture Extension will be placed in the Office of Indian Services, as it is more in the nature of a service.

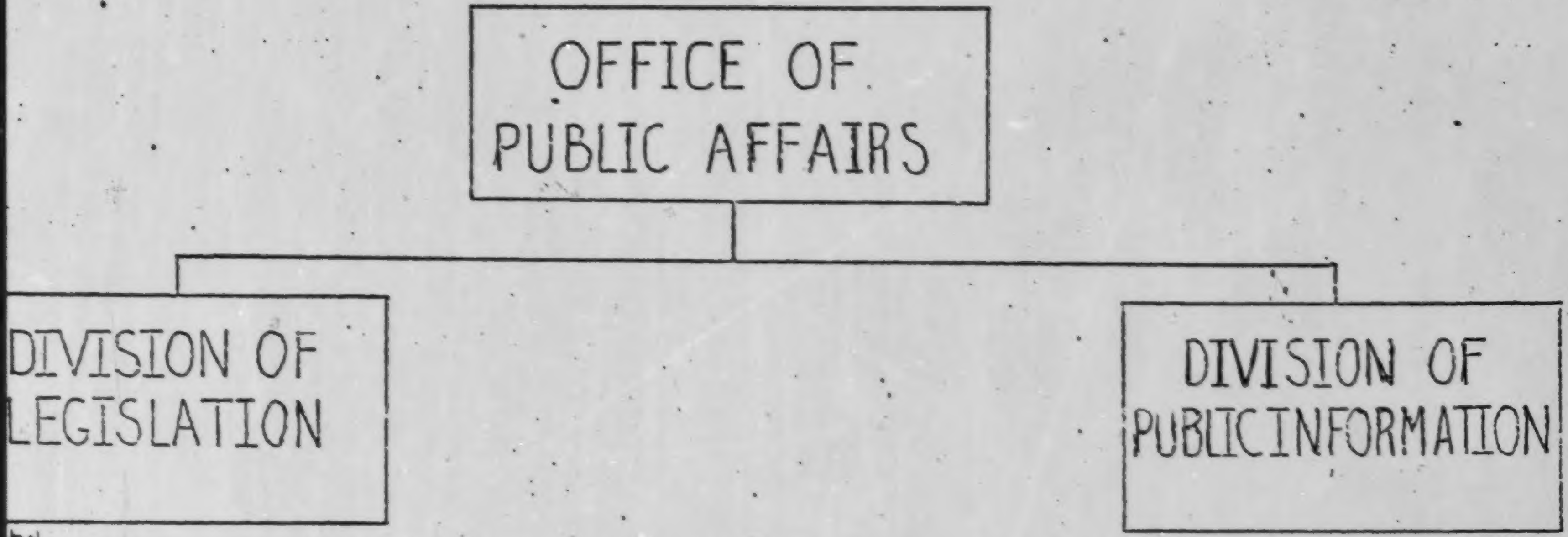
BUREAU OF INDIAN AFFAIRS

	Franklin Committee			Task Force			Current	
	Wash.	Other	Total	Wash	Other	Total	Wash	Other
fice of Trust Responsibilities	39	9	48	40	5	45	60	47
Directorate	5	-	5	5	-	5		
Division of Trust Services	19	5	24					
(Includes:								
Real Estate				19	-	19	26	32
Forestry				5	5	10	6	6
Range							1	2
Indian Trust Fund Management)							4	-
ivision of Trust Facilitation	10	-	10					
(Includes:								
Environmental Quality							2	3
Irrigation				4	-	4	8	-
Soil & Moisture Conservation							8	-
Land Operations)				7	-	7		
vision of Rights Protection	5	4	9					
(Includes:								
Indian Water							5	4
Hunting and Fishing								
Trespass								
Contractual								
Sovereign								
Zoning)								

.1 The Office of Public Affairs, in a staff capacity to the Commissioner, reviews and coordinates all legislative development, congressional relations, and public information activities of the Bureau. The office reviews and analyzes the legislative needs of the Bureau and tribes; prepares and reports on legislative proposals affecting Indians and Indian tribes as well as Bureau operations; prepares and disseminates public information relating to Bureau programs and Indian people generally.

A. The Division of Legislation, in a staff capacity to the Director, is responsible for the analysis of the legislative needs of Indians and Indian tribes as well as Bureau operations; for the preparation, coordination and reporting on legislative proposals of the Bureau and other governmental or private agencies affecting Indian tribes and the Bureau and for the communication of such legislative needs to the Congress and its committees.

B. The Division of Public Information prepares replies to correspondence from the public of a general nature concerning Indians and Bureau programs; responsible for the development and implementation of a public information program to emphasize the accomplishments and achievements of individual Indians and Indian tribes and explain Bureau programs in order to improve public understanding of the needs of Indian people.


OFFICE OF
PUBLIC AFFAIRS
DIVISION OF
LEGISLATION
DIVISION OF
PUBLICINFORMATION

OFFICE OF PUBLIC AFFAIRS

I. Where The Function Is Performed Now

The legislative efforts of the Bureau are fragmented throughout the several Directorates and the Legislative Development Program, based upon needs, is uneven and lacks coordination. In addition, congressional relations efforts have been similarly fragmented and uneven. Legislative development, congressional relations, and communications have lacked coordination and have often operated at cross-purposes. The controlled correspondence program is weak.

II. Where The Task Force Would Have Placed The Function

The Interim Task Force report contained these recommendations:

1. Consolidation of Legislative Development, congressional relations, and the Communications-Public Information Office.

2. Reduction of the need for two directors to one.

3. Reduction of total staffing from a total of 33 to 18.

III. Where The Function Is Under This Recommendation And Why It Was Placed There

A. Under our recommendations, we would consolidate the Office of Legislative Development with the Office of Communications. The Director of the new Office of Public Affairs would be primarily oriented to legislative responsibilities with a Public Information Officer under the Director's supervision to supervise the Bureau's public information program. All legislation, bills, and legislative reports would be originally drafted either in the field or by the Division of Legislation. There would be referral to the other offices as appropriate for review as to substantive content. The controlled correspondence function (with four positions) would be transferred to the Office of Administration.

B. The Bureau's legislative and public information programs would be improved:

1. Consolidation of legislative development, congressional relations, and public information responsibilities.

2. Elimination of legislative development and congressional relations responsibility from Washington program offices.

3. Greater emphasis on field preparation and involvement in legislative development and congressional relations.

4. Greater emphasis upon accomplishments and achievements of individual Indian tribes and Bureau programs to improve public understanding of the needs of Indian people.

5. Controlled correspondence responsibilities detract from the effectiveness of a viable public information program and must be placed in a different part of the organization.

BUREAU OF INDIAN AFFAIRS

	Franklin Committee			Task Force			Current	
	Wash.	Other	Total	Wash.	Other	Total	Wash.	Other
Office of Public Affairs	16	-	16	14	-	14	29	-
Directorate	2	-	2	2	-	2		
Division of Legislation	6	-	6	4	-	4	9	-
Division of Public Information	8	-	8	8	-	8	20	-

.1 The Office of Indian Education Programs is responsible for coordination of programs which will provide educational opportunities to Indian youth and adults in either Bureau, public or private schools. The office is under the supervision of a Director and includes staff specialists who provide technical and supportive assistance to field offices responsible for educational programs.

The Office of Indian Education Programs performs the Central Office functions regarding (1) review of legislation and/or reports prepared by the Bureau's Office of Public Affairs; (2) advice to the Commissioner on education matters and specific items or cases that are before him for consideration and decision; (3) development and carrying out liaison with Federal and other agencies regarding Indian education programs and needs; (4) advice to the Commissioner on manual changes, standards, policy matters and interpretation of such; (5) participation in periodic and special review and evaluation of field operations; (6) coordination of the planning and development of educational specifications for new school construction and upgrading of existing school facilities; (7) development of programs of assistance to public or private schools enrolling Indian students; (8) assistance to field offices enrolling students in post high school programs; (9) development of research, and other data, on Indian education programs; (10) coordination of the development of basic and continuing institutional or noninstitutional education programs for Indian adults.

.2 The Indian Education Resources Center located in Albuquerque, New Mexico provides coordination of supervision of the four Divisions which are (1) Post Secondary-Adult Education; (2) Program Review and Evaluation; (3) Educational Assistance, and (4) School Facilities. This office provides assistance to the Director of Indian Education. The office is under the supervision of a Deputy Director of Indian Education Programs.

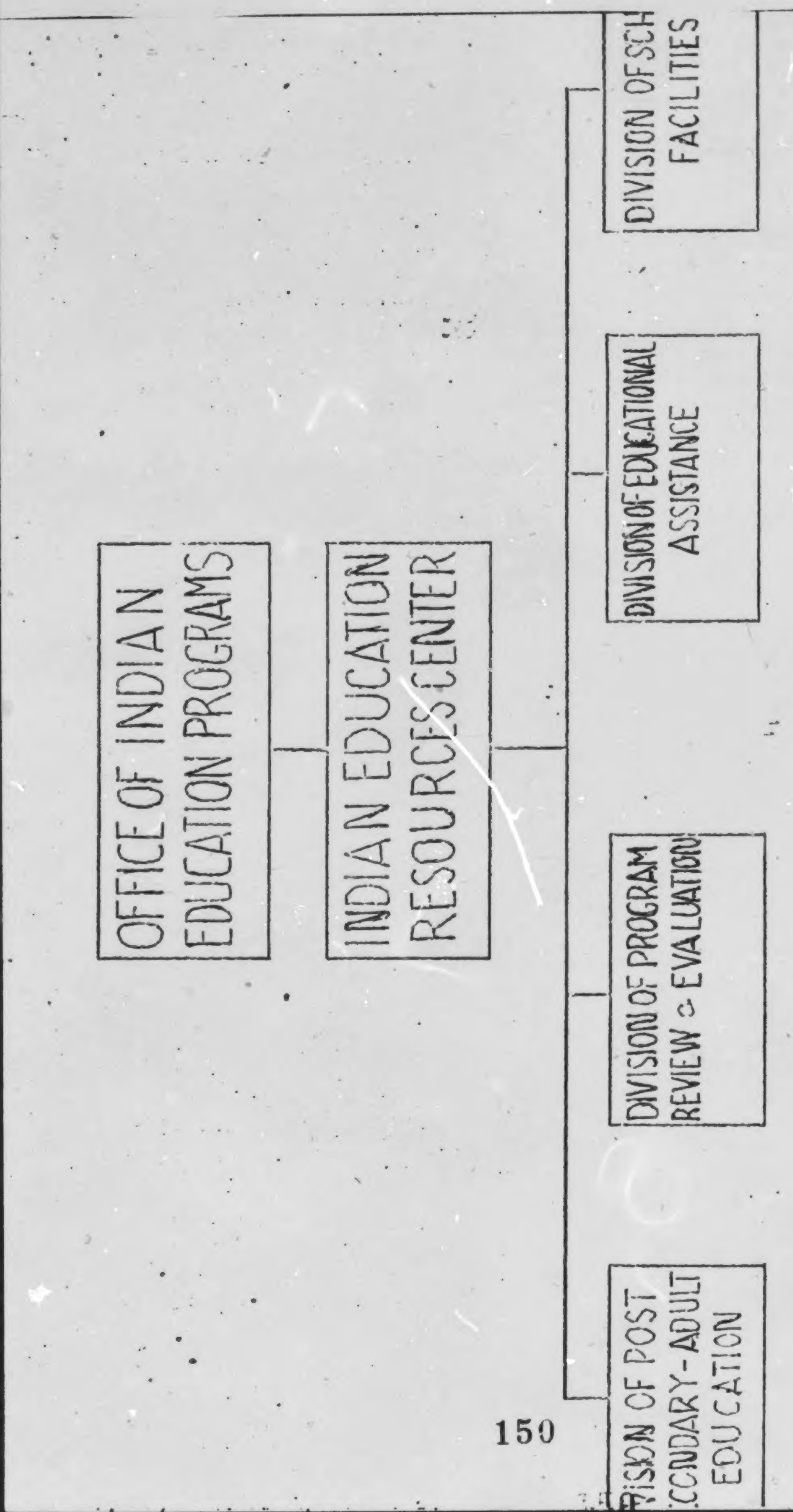
A. The Division of Post Secondary-Adult Education coordinates the adult education, scholarship and adult vocational training activities for the Bureau. The Division provides interagency liaison between Federal and other agencies that have post secondary programs.

B. The Division of Program Review and Evaluation coordinates the evaluation and review of educational programs which will provide information to effect long-range or immediate improvement in programs; reviews new and innovative educational programs for Bureau schools; provides consultant services to Area Offices, agency schools and interagency programs;

maintains a continuing study on developments of media and materials used in educational programs; develops and coordinates general enrollment policies; coordinates pupil personnel services to assist students in Bureau schools.

C. The Division of Educational Assistance coordinates the Johnson O'Malley and Elementary and Secondary Education Act Title programs; assists in the development of plans for specific services to Indian students in public schools; and provides for development, administration and monitoring of the various title programs for the Elementary and Secondary Education Act and other programs administered by the Office of Education.

D. The Division of School Facilities provides assistance to Area Office and school administrators in (1) developing educational specifications for school construction; (2) development of long-range plans for construction of school buildings and criteria for the management of school space; (3) procurement of school equipment and in the selection of school sites; and (4) training for school staff members in the usage of new equipment.


OFFICE OF INDIAN EDUCATION PROGRAMS
INDIAN EDUCATION RESOURCES CENTER
VISION OF POST CCNDARY - ADULT EDUCATION
DIVISION OF PROGRAM REVIEW & EVALUATION
DIVISION OF EDUCATIONAL ASSISTANCE
DIVISION OF SCH FACILITIES

EXPLANATION OF REASONS FOR PROPOSED CHANGES IN ORGANIZATION

OFFICE OF INDIAN EDUCATION PROGRAMS

I. Where The Function Is Performed Now

The present Office of Indian Education Programs consists of an Office of the Director, Division of Adult Education, Division of Internal Services, Division of Legislative Review, Division of Communication Services, Division of School Operations, Division of Evaluation and Program Review, Division of Evaluation, Planning and Development located in Washington, D.C.

The Office of the Administrator of The Indian Education Resources Center, The Division of Evaluation and Program Review, the Division of School Facilities, Educational Research Center, Division of Education Planning and Development, Division of Educational Assistance, Division of Student Services, and the Teacher Recruitment Office are located in Albuquerque, New Mexico.

In addition to the Washington end Albuquerque based staff, there is a National Indian Training Center Unit and a Film Distribution and Production Unit located in Brigham City, Utah, a Cultural Studies Unit located in Santa Fe, New Mexico.

The Institute of American Indian Arts located in Santa Fe, New Mexico reports directly to the Director of Education Programs.

The Adult Vocational Training function is now under the direction of the Office of Community Services.

II. Where The Task Force Would Have Placed The Function

The Task Force recommended a Directorate and Six Divisions.

1. Directorate and Division of Internal Services located in Washington, D.C.

2. Director and Division of Post Secondary-Adult Education; Division of Program Development and Review; Division of Educational Assistance; and a Division of School Facilities located in Albuquerque, New Mexico.

There were no recommendations made by the Task Force for the Teacher Recruitment Unit located in Albuquerque, New Mexico; the National Indian Training Center Unit and the Film Distribution and Production Unit located in Brigham City, Utah; and the Cultural Studies Center located in Santa Fe, New Mexico.

III. Where The Function Is Under This Recommendation And Why It Was Placed There

1. We abolished the present and proposed Division of Internal Services located in Washington, D.C. This is a proper function of the newly realigned Office of Administration and will be assumed by that office. The Directorate's Office would have the flexibility to employ the type of Education Specialists necessary to staff the Director's Office to carry out policy, guidance, and review functions.

2. The Albuquerque, New Mexico-based Director's Office was changed to Indian Education Resource Center and the Director would become the Directorate's Deputy.

3. The Albuquerque, New Mexico-based Division of Program Development and Review title was changed to Division of Program Review and Evaluation in order to be more meaningful and provide technical and supportive assistance to the field.

4. Adult Vocational Training has been moved from the Office of Community Services to the Office of Indian Education Programs and has been placed in the Division of Post Secondary-Adult Education, located in Albuquerque, New Mexico. This is an education function rather than a training situation and placing it in Education will allow for better coordination.

5. The Division of Post Secondary-Adult Education, the Division of Educational Assistance and the Division of School Facilities remained in Albuquerque, New Mexico with the same titles.

BUREAU OF INDIAN AFFAIRS

	Franklin Committee			Task Force			Current		
	Wash.	Other	Total	Wash.	Other	Total	Wash	Other	Tot
fice of Indian Education ograms	14	42	56	14	42	56	53	101	[illegible]
rectorate	14	-	14	4	4	8	7	-	
dian Education Resources enter	-	4	4				-	5	
vision of Post Secondary, lult Education	-	7	7	-	7	7			
vision of Program Review nd Evaluation	-	10	10	-	10	10	5	3	
vision of Educational ssistance	-	11	11	-	11	11	-	9	
vision of School Facilities	-	10	10	-	10	10	-	18	[illegible]
included in recommended [illegible] ent:									
gislative Review - (To Public Affairs)							8	-	
mmunications Services - (To Areas)							4	-	
nternal Services - (To Directorate)				10	-	10	15	-	[illegible]
chool Operations - (To Areas)							10	-	[illegible]
aluation, Planning and Development (To Program Review and Evaluation)							1	8	
ult Education - (To Post Secondary-Adult Education)							3	-	
le I (To Education Asst.)							-	2	
udent Services - (To Areas)							-	[illegible]	[illegible]
eacher Recruitment (Abolish)							-	16	[illegible]

	Franklin Committee			Task Force			Current	
	Wash.	Other	Total	Wash.	Other	Total	Wash	Oth
ffice of Indian Education Programs--(continued)								
ltural Studies (Abolish)							-	4
National Indian Training Center (Abolish)							-	18
Flim Library (Abolish)							-	8

.1 The Office of Administration performs the Central Office functions regarding development and promulgation of procedural guidelines covering the activities of Management (Personnel, Safety, Management Research and Evaluation, Procurement and Property Management, and Facilities Engineering the activities of Financial Management (Program Development and Execution); and Accounting Management. Also, is responsible for the performance of the Central Office and Southeast Area Office operation of the above functions and for the operations of the Administrative Services Center located in Albuquerque, New Mexico. The Administrative Services Center provides bureauwide services for Employee Data and Compensation Finance Operations, Computer Systems and Computer Operations. Also responsible for the Equal Employment Opportunity program, the Audit program, and for the controlled correspondence function of the Central Office.

.2 Administrative Services Center located in Albuquerque, New Mexico under the supervision of a Deputy Director (Administrative Services).

A. The Division of Operations provides those functions, normally performed by field offices, which are more economically and efficiently performed on a centralized basis, such as maintenance of accounting records, issuance of consolidated Bureau reports, payment of employees and maintenance of associated employee records. Recommends modifications of the system to the Division of Accounting Management for the improvement of the records being furnished Bureau offices.

Maintains tribal funds records for investment purposes and performs the mechanics of tribal trust fund investment.

B. The Division of Services provides the complete range of automatic data processing services to the Bureau. Prepares systems at the direction of users, operated those systems and furnishes users with desired products at time specified. Coordinates all data processing work of the Bureau, assisting users to find outside sources when necessary or desirable. Recommends equipment improvement to enable data processing to keep up with Bureau needs.

Although the priority may be modified to meet day-to-day needs, the controlling order of precedence is:

1. Payroll
2. Judgment and Per Capita Rolls
3. Tribal Investments
4. Fedstrip
5. Land Records

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6. Tribal Census
7. Personnel
8. Finance
9. Roads
10. Real and Personal Property
11. School Facilities
12. Plant Management.

.3 Management located in Washington, D.C., under the supervision of a Deputy Director (Management).

A. The Division of Safety Management develops and evaluates in a staff capacity internal and tribal safety programs and policies for the prevention of accidents; for the reduction of injuries and fatalities; for improvement of health and safety conditions; for administering of tests; processing of compensation cases; and for carrying out the Occupational Health and Safety Act of 1970.

B. The Division of Personnel Management, in a staff capacity, develops and evaluates policies for obtaining and managing personnel resources including such programs as position classification; recruitment and placement; training; career development; position management; employee and labor relations; employee benefits; and manpower planning and forcasting. The Division provides operating personnel services for the Central Office and for the Southeast Area Office.

C. The Division of Facilities Engineering is responsible, in a staff capacity, for providing engineering and related technical services and support to Bureau programs and facilities. The Division is under the immediate direction of an engineering advisor who reports to the Deputy Director (Management) in the Office of Administrative Services. The Division consists of the Branches of Plant Management and Plant Design and Construction.

D. The Division of Management Research and Evaluation, in a staff capacity, develops programs for the improvement of management within the Bureau. The emphasis is on making top Bureau managers aware of the need for improvement of management capability and in seeking out and developing programs to be made available to all levels of management. Also coordinates development of management information systems.

E. The Division of Procurement and Property Management, in a staff capacity, develops and evaluates policies for the contracting for services and the management of personal and real property of the Government. The Division includes a Branch of Office Services, which provides office operating services for the Washington Office.

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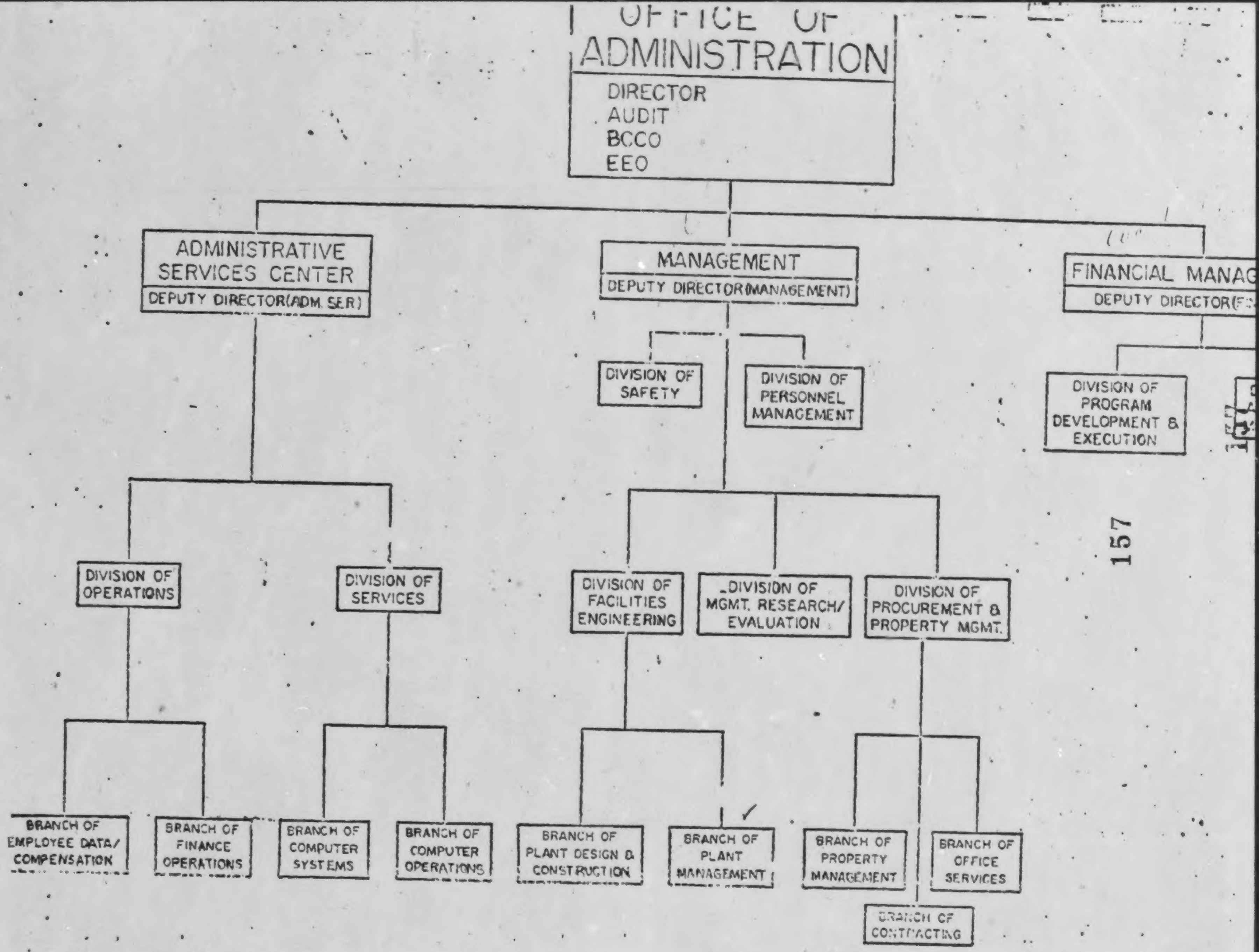
OFFICE OF ADMINISTRATION
DIRECTOR
AUDIT
BCCO
EEO
ADMINISTRATIVE SERVICES CENTER
DEPUTY DIRECTOR(ADM. SER.)
MANAGEMENT
DEPUTY DIRECTOR(MANAGEMENT)
FINANCIAL MANAG
DEPUTY DIRECTOR(F
DIVISION OF SAFETY
DIVISION OF PERSONNEL MANAGEMENT
DIVISION OF PROGRAM DEVELOPMENT & EXECUTION
DIVISION OF OPERATIONS
DIVISION OF SERVICES
DIVISION OF FACILITIES ENGINEERING
DIVISION OF MGMT. RESEARCH/ EVALUATION
DIVISION OF PROCUREMENT & PROPERTY MGMT.
BRANCH OF EMPLOYEE DATA/ COMPENSATION
BRANCH OF FINANCE OPERATIONS
BRANCH OF COMPUTER SYSTEMS
BRANCH OF COMPUTER OPERATIONS
BRANCH OF PLANT DESIGN & CONSTRUCTION
BRANCH OF PLANT MANAGEMENT
BRANCH OF PROPERTY MANAGEMENT
BRANCH OF OFFICE SERVICES
BRANCH OF CONTRACTING

.4 Financial Management located in Washington, D.C., under the supervision of a Deputy Director (Financial Management).

A. The Division of Accounting Management develops systems and procedures and prescribes implementing instructions to be used throughout the several designated accounting stations of the Bureau; provides advice and guidance on quasi-legal questions on the total scope of fiscal operations conducted under Bureau auspices.

B. The Division of Program Development and Execution performs staff work and provides staff assistance and advice on (1) coordination of bureauwide budgets and justifications from data supplies from Area and Agency offices; (2) fitting budgetary requests into the limitations of the Department's allocation of planning allowances; and (3) making necessary adjustments of budgetary requests and funds actually appropriated in order to make formal allotment of funds.

BUREAU OF INDIAN AFFAIRS

	Franklin Committee			Task Force			Current	
	Wash.	Other	Total	Wash	Other	Total	Wash	Other
Division of Facilities Engineering (Eliminate Plant Mgmt. Offices in Albuquerque & Denver, MA&I Office in Denver.)	8	41	49	6	41	47	18	214
Division of Management Research & Evaluation (Combines Washington Staffs of Mgmt. & Systems Dev., & Systems Standards & Control)	12	0	12	12	0	12	25	-
Division of Procurement & Property Mgmt. (Includes Contracting & Office Services)	42	0	42	42	0	42	46	15
Financial Management								
Directorate	2	0	2					
Division of Program Development & Execution (Includes Budget & Program Analysis & Statistics.)	23	0	23	23	0	23	33	0
Division of Accounting Mgmt. (Includes Washington Finance Office and Financial Mgmt., executive direction from Albuquerque)	16	0	16	14	82	96	12	6
Tribal Trust Fund Office Under Financial Mgmt., in Washington transferred to Office of Trust Responsibilities.							4	0

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BUREAU OF INDIAN AFFAIRS

	Franklin Committee			Task Force			Curren	
	Wash.	Other	Total	Wash.	Other	Total	Wash.	Other
Office of Administration	152	301	453	146	285	431	213	526
Directorate (Absorbs Directorates of Admin. Svs., Mgmt. Sys., Fiscal Plans & Mgmt. & Engineering)	2	0	2	10	0	10	14	2
EEO (Task force includes in Dir.)	2	0	2				2	1
BCCO (Not in Admin. under Task Force)	4	0	4				4	0
Audit (Not in Admin. under Task Force)	0	18	18				2	16
Administrative Services Center				0	157	157		
Directorate	0	2	2					
Division of Operations (Absorbs Employment Data & Compensation, Financia Operations & Vouchers)	0	114	114					130
Division of Services (Absorbs Computer Systems and Computer Operations, Mgmt. & Systems Dev., System Standards & Cont., Plant Mgmt. Liaison, Property & Supply Liaison Mail Room, LRIP Data handling in Albuquerque.	0	121	121					124
Management								
Directorate	2	0	2					
Division of Safety	0	5	5				1	6
Division of Personnel Mgmt. (Includes Incentive Awards. Drops personnel office at Albuquerque, Teacher Recruitment, & Indian Referral Program. Excludes Safety, recommended by Task Force.)	39	0	39	39	5	44	52	12

9. Retitle Budget to that of Program Development and Execution, which would include the functions of Programming, Planning, and Evaluation (PPE) and Reservation Programs. This will place the responsibility of the total program process, development, execution, and review phases into one division. At the present time, each division has a staff of people at rather high grades, which each Directorate refers to as his Branch of Budget and PPE. This has fragmented the program process and has frequently caused the issuance or requesting of conflicting instructions and information to the field. It is felt that the programming process is truly a service function and should be performed totally in one division under one Office Director, thereby assuring better coordination of data collection, document preparation, and issuing of instructions to the field.

10. Retitle Data Center to Administrative Services Center, and the realignment of the day-to-day accounting personnel to be under the direction of the Director of the Administrative Services Center, as opposed to its being under the supervision of the Director of Financial Management. We feel that the accounting and automatic data processing can be functionally better when reporting to one director rather than reporting to two. Thus, the function of the Washington Office Accounting Management Division would be primarily systems design work on financial matters, and the daily activity of bookkeeping, bill paying, etc., would be under the Director of Administrative Services Center.

2. We recommend only three intermediate offices as compared to the seven divisions recommended by the Task Force. The intermediate offices would be those of Management, Financial Management, and the Administrative Services Center located in Albuquerque, New Mexico. It is felt that services can best be performed by combining and coordinating these functions into three compact units.

3. We recommend the realignment of the audit functions from the Office of Indian Services to the Office of Administrative Services. This recommendation is made to secure more effective planning; scheduling, and in-depth internal auditing of the Individual Indian Money and Tribal Accounts.

4. We recommend the realignment of Bureau Controlled Correspondence Office from the Office of Public Information into the Office of Administrative Services. It is felt that the handling and distribution of BCCO matters can be more effectively integrated into the administrative process, as opposed to being performed by the Office of Public Information where the function detracts from the more important legislative and public information efforts.

5. We recommend the realignment of the engineering advisor from a staff officer to the Director of the Office of Administrative Services to that of a Division Chief of the Division of Facilities Engineering. It is felt that the functions of Plant Management and Plant Design and Construction are sufficiently allied in their mission to warrant being under one division head.

6. Realign Safety from Personnel and give the function the stature it deserves, particularly in view of the responsibility which has been placed upon the Bureau programs and operational officials as a result of the Occupational Safety and Health Act.

7. Retitle Program and Management Evaluation to Management Research and Evaluation. Too many staff functions are trying to analyze and evaluate someone else to the degree that nothing is being done. The budgetary process and periodic outside inspection provide the necessary review to keep the various operations within bounds.

8. Retitle the Division of Contracting and Property Management to the Division of Procurement and Property Management and functionally separate Contracting from routine procurement to give that function the recognition that the current Departmental and GAO interest indicates is necessary.

EXPLANATION OF REASONS FOR PROPOSED CHANGES IN ORGANIZATION

OFFICE OF ADMINISTRATIVE SERVICES

I. Where The Function Is Performed Now

The functions of this office are now in the Office of Administrative Services, Office of Engineering, Office of Fiscal Plans and Management, Office of Management Systems, Office of Communications, Office of Audit, and the Office of Inspection.

II. Where The Task Force Would Have Placed The Function

The Task Force recommended the abolishment of the Offices of Administrative Services, Financial Management, Management & Systems, Engineering, and Planning and consolidated either all or parts of these functions into a newly proposed Office of Management and Budget. This proposed office was to be staffed with a Director, Deputy Director, and staff officers for the functions of Equal Employment Opportunity, Statistics, and an Engineering Advisor. Additionally, the Task Force recommended seven divisions for this Office. The recommended structure of the Task Force is as follows:

1. Directorate, Deputy, Staff Officers for EEO, Statistics, and an Engineering Advisor
2. Division of Personnel
3. Division of Program and Management Evaluation
4. Division of Contracting and Property Management
5. Division of Budget
6. Division of Financial Management
7. Division of Facilities Engineering
8. Data Center

III. Where The Function Is Under This Recommendation

1. We recommend changing the title from Office of Management and Budget to Office of Administrative Services. We do not recommend the establishment of the new position of Deputy Director; instead we recommend the consolidation of the seven divisions into three intermediate offices, as outlined in paragraph 2 below, with each Director being considered a Deputy in his particular field.

APPENDIX D

[illegible]
[illegible]

I. POLICY STATEMENTS RELATING TO THE DEVELOPMENT OF REALIGNMENT

On January 18, 1973, the then Assistant Secretary of the Interior for Management and Budget, Richard S. Bodman, released a document announcing the realignment of the Central Office of the Bureau of Indian Affairs. The stated purposes of the realignment were:

(a) Transfer daily operational activities from the Central Office to Area and Agency offices.

(b) Reduce non-essential support staff in the Central Office

(c) Focus attention on the need for carrying out trust responsibility and for providing policy guidance for delivery of other services to Indians.

The number of authorized positions proposed for the Central Office was announced as 715. The headquarters organization for Education proposed by Assistant Secretary Bodman indicated five functional divisions: Internal Services, Post-Secondary and Adult Education, Program Development and Review, Educational Assistance, and School Facilities. Fourteen positions were assigned to the Washington, D. C. office and forty-two were earmarked for Albuquerque.

On May 11, 1973, Secretary of the Interior Rogers C. B. Morton signed Order No. 2954 on the Realignment of the Central Office Function and Responsibilities of the Bureau of Indian Affairs. Section 5 of the Order, Office of Indian Education Programs, states,

> "performs Central Office functions related to development and coordination of programs that provide educational opportunities to Indian youth and adults in either Bureau, public or private schools. These functions include: (1) advising the Commissioner on education matters; (2) developing and carrying out liaison with Federal and other agencies regarding Indian education programs and needs; (3) coordinating the planning and development of educational specifications for new school constructions and for upgrading existing school facilities; (4) developing programs of assistance to public or private schools enrolling Indian students; (5) assisting field offices in enrolling students in post-high school programs; (6) developing research and other data on Indian education programs; and (7), coordinating the development of basic and continuing institutional or noninstitutional education programs for Indian adults."

By memorandum of August 17, 1973, Assistant to the Secretary for Indian Affairs, Marvin L. Franklin, issued an interim organizational chart of the Central Office pending final action for the implementation of Secretarial Order No. 2954. The stated functional components for the Office of Indian Education Programs were:

1. A Division of Policy and Standards, to assist in the development of recommendations for education policy and to provide leadership in the application of a system of management by objectives

for the Bureau's educational program. The Division will also support the Director and his staff by carrying on liaison with the administrative units of the Bureau, helping to prepare budget justifications and coordinating an educational information system. (This redefines the role of the Division of Internal Services and is located in Washington, D. C.)

2. A Division of Professional Relations, to develop and carry out liaison with professional groups, Federal and other agencies regarding Indian education programs and needs. The Division will also provide special technical assistance to the Director on a project basis as may be assigned. (This redefines the role of the Division of School Operations Coordination and is located in Washington, D. C.)

3. A Division of Publications, to coordinate the development, printing and distribution of Central Office education publications, newsletters and instructional materials. The Division also is responsible for keeping education personnel and administrators advised concerning Bureau-wide policy and program activities. (This redefines the role of the Division of Communications Services and is located in Washington, D. C.)

4. An Indian Education Resources Center, to coordinate the activities of all Central Office personnel located in the West. (This office is located in Albuquerque, N. M.) The Center is composed of the following components of the Central Office:

    (a) A Division of Program Review and Evaluation, to develop research and evaluation information on Indian education programs and to provide consultant services to Area Offices, tribal groups and interagency programs. (This redefines the role of the Division of Evaluation and Program Review and combines part of the Division of Educational Planning and Development. It is located primarily in Albuquerque.)

    (b) A Division of Post-Secondary and Adult Education, to coordinate the scholarship, adult education and adult vocational training activities and offer technical assistance in this area of responsibility. (This redefines the role of Student Services located in Albuquerque and includes the Adult Education staff in Washington, D. C. and National Indian Training Center in Brigham City, Utah.)

    (c) A Division of Educational Assistance, to develop programs of assistance to public or private schools enrolling Indian students and to administer flow-through money from other agencies. (This redefines the role of the Division of Educational Assistance and is located in Albuquerque.)

(d) A Division of School Facilities, to coordinate the planning and development of educational specifications for new school construction and for upgrading existing school facilities. (This redefines the role of the Division of School Facilities and is located in Albuquerque.)

(e) A Cultural Studies Section, to support development activities which will preserve and enhance the Indian cultural background within the schools serving Indian people. (This redefines the role of the Cultural Studies Section and is located in Santa Fe, N. M.)

(f) A Physical Education and Recreation Unit, to support developmental activities in this area with particular emphasis to the needs of students in boarding schools. (This redefines the role of the Physical Education and Recreation Unit and is located in Albuquerque.)

At this time, Assistant to the Secretary Franklin appointed a working group to provide operational and staff support to study the BIA organization plan for implementing changes as necessary. The basic policy guidelines to be followed were:

a. Indian self-determination without termination.

b. Maximum Indian consultation on all major decisions.

c. Maximum Indian responsibility and control of the operation of Federal programs without loss of Federal responsibility to the Congress for both fiscal accountability and program performance.

d. Maximum decentralization of operations without loss of central responsibility and accountability.

As a result of all of the above, on May 20, 1974, Secretary Morton approved the Departmental manual change for the organization of the Bureau of Indian Affairs. Chapter 6, Indian Education Programs is enclosed.

.1 The Office of Indian Education Programs is responsible for providing staff support to the Commissioner in the development and management of Bureau programs which will provide educational opportunities to Indian youth and adults in either Bureau, public or private schools. The office provides technical and supportive assistance to field offices responsible for educational programs.

The Office of Indian Education Programs plans, develops, monitors, and evaluates programs, policies, standards, procedures, and feedback systems for its assigned programs; participates in the allocation of Bureau resources for respective program operations; and makes recommendations to the Commissioner for necessary changes or adjustments in the program and in its implementation.

A. The Division of Professional Relations provides staff assistance to the Director in developing and carrying out liaison with Federal and other agencies regarding Indian education programs and needs. It provides a review and analysis of new and proposed legislation and/or reports prepared by the Bureau's Congressional and Legislative Affairs Staff and makes recommendations concerning legislative needs.

B. The Division of Internal Services provides staff assistance to the Director by providing education input into budget justifications, reviews of fiscal accountability, and development of an educational information system. It maintains liaison with the Office of Administration on all budget, procurement, procedural and personnel matters affecting the Director's office. The Division coordinates the preparation and dissemination of correspondence within the Director's office. It develops education budget policies and standards.

.2 The Indian Education Resources Center located in Albuquerque, New Mexico, provides coordination of supervision for five Divisions which are: (1) Continuing Education: (2) Evaluation, Research and Development; (3) Educational Assistance; and (4) School Facilities and (5) Media Services. This office provides assistance to the Director and is under the supervision of an Administrator.

A. The Division of Continuing Education provides staff assistance to the Director regarding career development programs including the adult education, scholarship and adult vocational training activities for the Bureau. The Division coordinates these programs and provides interagency liaison between Federal and other agencies that have post secondary programs. It develops general policies and standards for its assigned programs.

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B. The Division of Evaluation, Research and Development provides staff assistance to the Director by coordinating the evaluation and review of educational programs which will provide information to affect long-range or immediate improvement in programs. It reviews new and innovative educational and home living programs for Bureau schools. The Division provides consultant services to Area Offices and interagency programs and maintains a continuing study on developments of media and materials used in educational programs. It develops general educational policies and standards.

C. The Division of Educational Assistance provides staff assistance to the Director regarding the Johnson O'Malley, Elementary and Secondary Education Act titles and other flow-through funding programs. The Division coordinates these programs for the Director. It assists in the development of plans for specific services to Indian students in public or contract schools. It provides for the development, administration and monitoring of the various title programs for the Elementary and Secondary Education Act and other programs administered by the Office of Education. It develops general policies and standards for its assigned programs.

D. The Division of School Facilities provides staff assistance to the Director, Area Offices, and school administrators in developing educational specifications for school construction. It assists in the development of long range plans for construction of school buildings and criteria for the management of school space, procurement of school equipment and in the selection of school sites, and training for school staff members in the usage of new equipment. It develops general policies and standards for its assigned programs.

E. The Division of Educational Audio-Visual Services located in Brigham City, Utah, provides Bureau educational programs with educational films for classroom teaching, vocational instruction and teacher training. It plans and produces visual materials for use in the Bureau's educational and other programs including films, slides, sound and video-tapes, charts, graphs, photographs, booklets, pamphlets and posters. It provides film library and media production training for Indian students. The Division is responsible for coordinating noneducational films and materials with the Public Information Staff and complying with applicable regulations and Departmental manual requirements (471 DM and 472 DM).

II. BACKGROUND ON EDUCATION PROGRAMS ORGANIZATION

At the time of Assistant Secretary Bodman's announcement of the realignment of the Central Office of the Bureau of Indian Affairs in January, 1973, the Office of Education Programs consisted of approximately 123 employees, of which 39 were located in Washington, D. C., 24 in Brigham City, Utah, 57 in Albuquerque, N. M., and 3 in Santa Fe, N. M.

These positions were so assigned as a result of a reorganization of the Office of Education Programs finalized on August 8, 1972, as Release No. 1471 replacing Chapter 5, Part 130, Department of the Interior Manual, Organization of the Bureau of Indian Affairs, Education Programs. The reorganization was based upon a report prepared in April 1971 entitled, Development of an Organizational Design for the Office of Education Programs, Bure au of Indian Affairs," prepared for Mr. James E. Hawkins, Director, by the Task Force on the Function and Organization of the Central Office of Education Programs.

The Task Force was charged by the Director of Education Programs to review the organization and function of the Central Office of Education Programs, to study its objectives and responsibilities, and to make recommendations for an organizational structure that would best meet its goals. The Director, in establishing the Task Force, emphasized that location of Central Office of Education Program functions is an important element in the effectiveness of operation. The Task Force was asked to submit judgments as to which functions should be performed in the Washington element and which might be more appropriately performed in field-based Central Office elements. The Task Force was not asked to deal with the specific geographic location of field-based elements.

Although Task Force efforts were directed towards goals, functions, and organizational matters, other factors were included which had varying degrees of influence on the success of educational programs. The principal categories were: goals and objectives, priority definition, outside influences, distribution of functions, administration factors, method of operation, communication and attitudes.

The functions, as identified for the Central Office of Education Programs, were organized as Divisions as follows:

> Washington, D. C. - Adult Education, Communications Services, Internal Services, Legislation Review and School Operations Coordination.
>
> Albuquerque, New Mexico - Educational Assistance, Educational Planning and Development, Evaluation and Program Review, School Facilities, and Student Services.
>
> Santa Fe, N. M. - Cultural Studies Unit.
>
> Brigham City, Utah - National Indian Training Center.

(NOTE: The position numbers cited above for January, 1973, for Office of Education Programs includes five positions assigned to the Teacher Recruitment unit in Albuquerque, N. M., and was charged to Education at that time.)

III. RATIONALE FOR PRESENT EDUCATION PROGRAMS ORGANIZATION

In order to present the rationale leading to the realignment of the Office of Indian Education Programs as outlined in Chapter 6, Part 130, of the Department of the Interior Manual, the preceding background information has been offered. Prior to Secretary Bodman's announcement in January 18, 1973, the Central Office of Education Programs had undergone a complete reorganization, based upon a very extensive study by a Task Force appointed by the Director of Education, representing all levels of the Bureau. The Task Force report recommended an organization along functional lines.

Given the stated purpose of the BIA realignment, i.e., (1) transferring operational activities from the Central Office to Area and Agency offices; and (2) reducing non-essential staff in the Central Office, the task of realigning the Office of Education Programs became a matter of relating the stated purposes above and the function for education as set forth in Section 5 of Secretarial Order No. 2954 to the functional organization which existed at the time. The primary point to be made is that the previous organizational structure was based upon detailed study and these organizational functions, with the new constraints applied, were revised for the best deployment of personnel. The operational activities associated with the National Indian Training Center, the Cultural Studies Unit and the Teacher Recruitment Unit have been transferred to Area jurisdiction and other organizational entities were eliminated or combined to reduce non-essential staff.

APPENDIX E

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11 February 1974

Memorandum

To: Acting Deputy Commissioner

From: Acting Director, Office of Indian Education Programs

Subject: Revised Functional Statements

Attached is a revised draft of functional statements for inclusion in the Departmental and Bureau manuals. The basic premises upon whihh these functional statements of the Office of Indian Education Program's organization rest are (a) the Office is policy advisory in nature without operational responsibility, (b) a total of 56 positions are available to perform this role, and (c) any increase in the responsibilities or services provided will necessitate additional personnel.

Several changes from the existing organisation have been incorporated, based upon our experiences over the past six months.

1. A Divisional structure has been retained in the Washington office in order to help clarify the roles and responsibilities of the persons involved.
2. The Division of Policy and Standards has been abandoned in favor of a return to the former name, Internal Services. This name is more accurately descriptive of the nature of the supportive administrative services performed and avoids an overlap in the policy development functions located in other Divisions.
3. The Division of Publications has been renamed, Communications. This, too, is felt to be more accurate and to avoid the implications that all educational publications will be handled here.
4. The Division of Post Secondary and Adult Education has been renamed, Continuing Education. This, more generic, name permits the inclusion of responsibilities for the handicapped student within the Division.
5. The Division of Program Review and Evaluation has been renamed Evaluation, Research and Development. Research and evaluation are terms more commonly used in the education profession to cover the full range of activities envisioned and the word, development, is considered desirable to cover the curriculum development and consultation services performed by the Division.

6. No provision has been made within this organization for the Film Production and Distribution Unit at Brigham City, Utah. This is due to the fact that such a unit is basically operational in nature--serving Bureau schools with educational films. If the personnel ceilings of the Central Office can be made to accommodate such an operational (and necessary) unit as opposed to the basic policy guidance responsibility then we would propose to supervise the unit under the Indian Education Resources Center.

7. No provision has likewise been made for such specialized staffs as the Cultural Studies Unit or the Physical Education and Recreation Unit. We propose that the staff of these units be assigned to the Institute of American Indian Arts and Haskell Institute, respectively.

William J. Benham, Jr.

*Also, this organization makes no provision for the National Indian Training Center, Brigham City, Utah, which is an operating unit.

Surname
Chron 500
Desk 520
550
Mailroom

APPENDIX F

CENTRAL OFFICE REALIGNMENT - 1974

EDUCATION
Revised 2/12/74

Staffing the Office of Indian Education Programs in keeping with the Bodman memo of 1/18/73, recommendations of the Franklin Committee and subsequent considerations.

Major Objectives: (Bodman memo)

a. Transfer daily operational activities from the Central Office to area and agency offices.

b. Reduce non-essential support staff in the Central Office.

c. Focus attention on the need for carrying out our trust responsibilities and for providing policy guidance for delivery of other services to Indians.

Administrative Assumptions: (Franklin Committee)

a. Staff offices must not usurp line authority

b. Lines of authority must be clearly stated. (Education is a staff office outside of the line of authority).

c. Restatement of functions will help reduce duplication of effort between Washington-based and field offices as well as duplication between program activities and administration at Washington level.

Responsibilities of the Office of Education Programs:

In the proposed realignment of the Office of Education Programs, (see attachment A) the responsibilities may be summarized as:

a. Coordination of programs which will provide educational opportunities to Indian youth and adults in either Bureau, public or private schools.

b. Review of legislation and/or reports prepared by the Bureau's Office of Public Affairs.

c. Advice to the Commissioner on education matters.

d. Liaison with Federal and other agencies regarding Indian education programs and needs.

e. Advice to the Commissioner on manual changes, standards, policy matters and interpretation of such.

f. Participation in periodic and special review and evaluation of field operations.

g. Coordination of the planning and development of educational specifications for new school construction and upgrading of existing facilities.

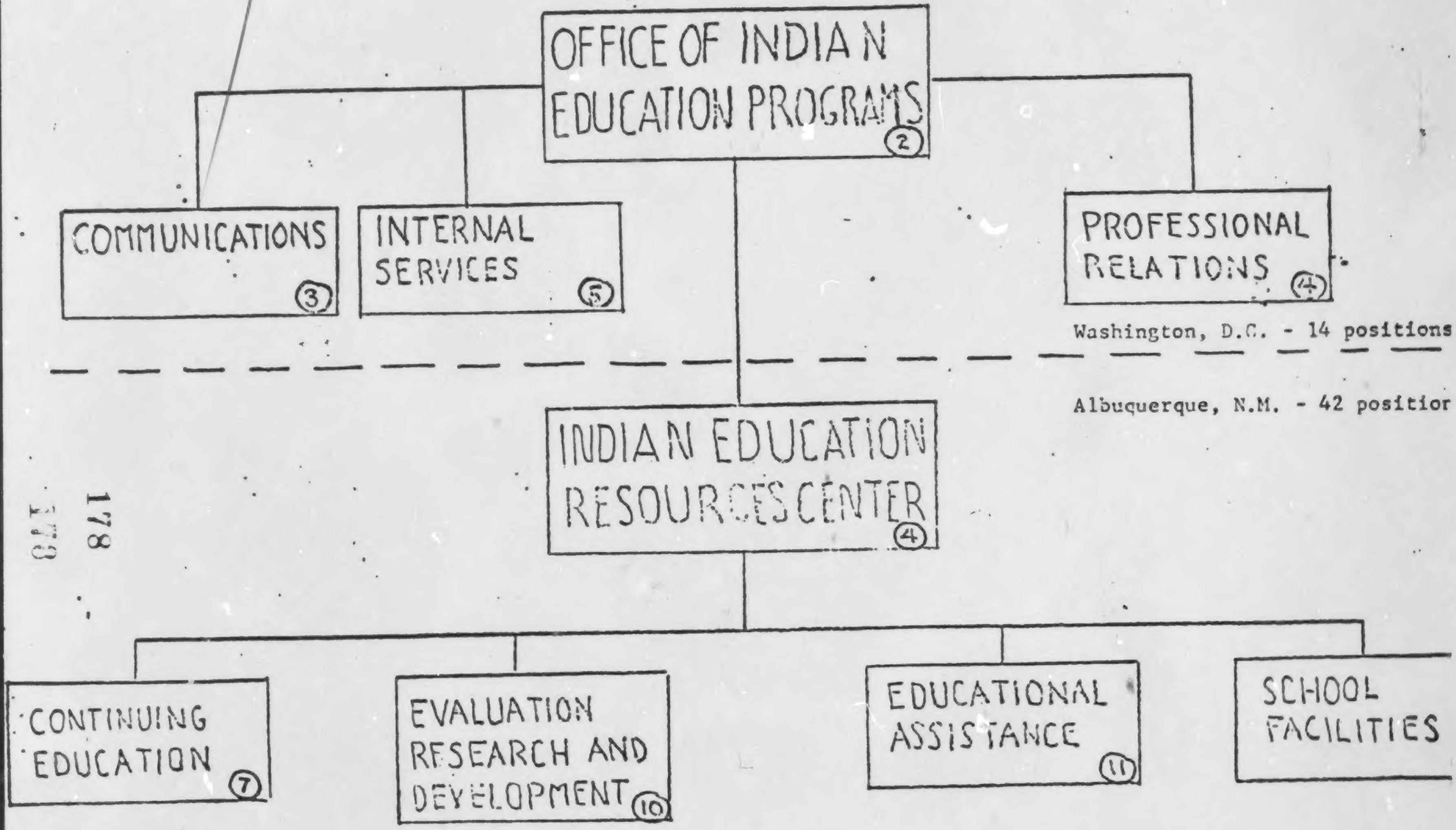
h. Development of programs of assistance to public or private schools enrolling Indian students.

i. Assistance to field offices enrolling students in post high school programs.

j. Development of research, and other data, on Indian education programs.

k. Coordination of the development of basic and continuing education programs for Indian adults.

Proposed Divisional Organization of the Office of Indian Education Programs


OFFICE OF INDIAN EDUCATION PROGRAMS ②
COMMUNICATIONS ③
INTERNAL SERVICES ⑤
PROFESSIONAL RELATIONS ④
Washington, D.C. - 14 positions
Albuquerque, N.M. - 42 positior
INDIAN EDUCATION RESOURCES CENTER ④
CONTINUING EDUCATION ⑦
EVALUATION RESEARCH AND DEVELOPMENT ⑩
EDUCATIONAL ASSISTANCE ⑪
SCHOOL FACILITIES

DIRECTOR'S OFFICE

Director, GS-17
Secretary, GS-9

Responsibilities: As the Commissioner's top staff assistant in education, the Director is responsible for providing leadership to educational programs in both Bureau and non-Bureau schools. Relationships must therefore be established with all segments of the Bureau, the Congress, national Indian organizations, other Federal agencies, particularly the U.S. Office of Education and the public school sector, especially State Departments of Education and professional organizations.

Targets of this responsibility are the more than 200,000 Indian students in school including the 50,000 attending BIA schools. Annual expenditures exceed $200 million. Promoting quality education, along with maximum involvement and responsibility on the part of Indian people, is a complex and urgent task.

Current Needs: Indian education shares the stigma which have become attached to both American education generally and to the Federal relationship with Indians. It has been the special target of congressional groups, the general public and many Indian people. A dynamic and positive effort at this level is essential to making quality educational opportunity for Indian people a visible fact.

PROFESSIONAL RELATIONS

Supervisory Education Specialist, GS-15
Education Specialist, GS-12/13
" " GS-12/13
Secretary, GS-5/7

Responsibilities: Develop and carry out liaison with Federal and other agencies regarding Indian education programs and needs. Provide review and analysis of new and proposed legislation and/or reports prepared by the Bureau's Office of Public Affairs and make recommendations concerning legislative needs.

Current Needs: Indian education resources, concerns and responsibilities are widely scattered. A point of contact is needed to help focus attention anc coordinate efforts for the fullest benefit of Indian people. Legislation of potentially dramatic impact (e.g.: 92-318, S-1017 the Jackson Bill, etc.) must be quickly evaluated for Bureau response and to assure the most effective impact upon the education of Indian people.

INTERNAL SERVICES

Supervisory Education Specialist, GS-15
Secretary, GS-7
Education Specialist, GS-14
Statistician, GS-12
Administrative Assistant, GS-9

Responsibilities: Provide the professional education staff input into the budget justifications, review of fiscal accountability and development of an educational information system. Maintain liaison with the Office of Administration on all budget, procurement and personnel matters affecting the Director's office.

Current Needs: The pupil accounting data system requires further refinement to yield valid data. Program standards and resource allocation guidelines development must continue in support of quality and equality of educational opportunity, and assurances provided as to the cost-effectiveness of Bureau education expenditures.

COMMUNICATIONS

Supervisory Education Specialist, GS-14
Secretary, GS-7
Clerk-Typist, GS-4/5

Responsibilities: Coordinate the preparation and dissemination of correspondence within the Director's office. Maintain liaison with the Office of Public Affairs on all controlled correspondence amd public information releases affecting education. Development of news and information releases for use by the Office of Public Affairs and for keeping education personnel and administrators advised concerning Bureau-wide policy and program activities.

Current Needs: The public as well as the entire education staff of the Bureau must have access to reliable and readable information on Bureau educational activities. Policies, standards and guidelines are of little use unless they are communicated effectively to those who are responsible for program implementation. The Director requires assistance to insure that the large volume of correspondence handled by various staff members is expeditiously handled and reflects a consistent approach.

INDIAN EDUCATION RESOURCES CENTER (ADMINISTRATION)

Administrator, GS-15
Supervisory Education Specialist, GS-14
Administrative Assistant, GS-7
Secretary, GS-7

Responsibilities: Serves as a deputy to the Director and coordinates the activities of the four Divisions based in Albuquerque - (1) Evaluation, Research and Development, (2) Continuing Education, (3) Educational Assistance, and (4) School Facilities.

Current Needs: Refer to narratives under Director's office and each of the four Albuquerque divisions.

EVALUATION, RESEARCH AND DEVELOPMENT

Chief, GS-15
Secretary, GS-7
Clerk-Steno, GS-5
Education Specialist (Research)
" " (Administration)
" " (Special Education)
" " (Home Living)
" " (Bi-Linqual/Bicultural)
" " (Early Childhood & Elem.)
" " (Secondary & Career Ed.)
(GS-12/14 for Education Specialists depending on qualifications)

Responsibilities: Coordinate the evaluation and review of educational programs which will provide information to effect long-range or immediate improvement in programs; review new and innovative educational programs for Bureau schools; provide consultant services to Area offices, agencies, schools, and interagency programs; maintain a continuing study on developments of media and materials used in educational programs; make recommendations on school policy; coordinate development of new and innovative programs.

Current Needs: Primary emphasis must be directed to assisting the operational units in the field to develop educational goals in keeping with community and tribal needs and then to insure that program design and development are in keeping with those goals. Technical support from the Central Office will back up Area offices in evaluating program needs, identifying resources and making available consultative services in areas of special and emergent concern. Some of the highest priority developmental needs currently being identified by Indian people include: bi-lingual and bicultural education, special education for handicapped students, early childhood-parent centers, and the home living programs in dormitories. Education specialists assigned to this Division will need to be generalists in working as members of teams at the field level, but each will possess a specialty to complement the work of the other staff members.

CONTINUING EDUCATION

Chief, GS-15
Secretary, GS-7
Education Specialist (Higher Ed.), GS-14
Program Assistant, GS-7/9
Education Specialist, (Adult Ed.), GS-14
Education Specialist, (AVT), GS-13
Clerk-Steno, GS-4/5

Responsibilities: Coordinate the scholarship, adult education and adult vocational training activities for the Bureau. Provide inter-agency liaison between Bureau and other agencies having postsecondary programs. Assist in the development of programs for handicapped students. In the areas of concern, make recommendations on policy, provide technical advice to Area offices and review program effectiveness.

Current Needs: Over the last ten years the higher education program has grown at a very rapid rate. Vocational training programs have continued in popularity and need, while continuing education programs for adults have been sought by Indian people far in excess of the Bureau's response. These programs have lacked coordination in the past and have tended to develop in competition with one another. Conflicts in philosophy and practice need to be resolved as a step toward opening a full range of educational options to adult Indians. Services to the handicapped student in Bureau schools are minimal and the Bureau is being subjected to increasing criticism for these deficiencies.

EDUCATIONAL ASSISTANCE

Chief, GS-15
Secretary, GS-7
Program Analyst, GS-14
Education Specialist (JOM and Contracts), GS-14
Secretary-Stenographer, GS-5
Education Specialist (Special Programs), GS-14
" " (Title III)., GS-13
" " (Title I)., GS-14
" " (Title I)., GS-13
" " (Title I)., GS-13
" " (Title I)., GS-12

Special Title Program Staff (Temporary)

Title I

Education Specialist, GS-12
Budget and Accounting Asst., GS-9
Clerk-Steno, GS-5
General Clerk (typing)., GS-4

Title VI

Education Specialist, GS-11

Responsibilities: Coordinate the Johnson-O'Malley Program and flow-through money from other agencies (ESEA, NDEA, BEH, etc.); assist in the development of plans for specific services to Indian students in all schools using these resources; provide for development, administration and monitoring of the various title programs funded by other Federal agencies. Recommend policy, provide technical advice to Area offices and review program effectiveness of the JOM and Title programs and the contracting of educational services by Indian people.

Current Needs: Funding levels of JOM and Title programs are nearly $25 million and $20 million respectively. JOM is undergoing a rapid transition from general support to special needs funding and toward contract control by Indian groups. Great care must be exercised to insure the responsiveness of the JOM supported programs to Indian needs and to maintain accountability of the funds to Congress. Title program funds have become a major source of revenue for Bureau schools permitting many special, but essential, services to be provided which would not otherwise to possible. The other Federal agencies which administer these funds require very strict procedures and accounting to be followed in order to maintain Bureau eligibility for the funds. Communities for whom the Bureau is presently operating a school need to be confronted with the full range of administrative and resource options available to them so they may make informed decisions regarding their responsibilities.

SCHOOL FACILITIES

Chief, GS-15
Secretary, GS-7
Education Specialist, GS-14
" " GS-13
" " GS-13
" " GS-13
Education Program Specialist, GS-12
Education Specialist, GS-9
Supply Management Specialist, GS-9
Clerk Typist, GS-5

Responsibilities: Provide assistance to Area offices and school administrator in (1) developing educational specifications for school construction; (2) developing long-range plans for construction of school buildings and criteria for the management of school space; (3) procuring school equipment and selecting school sites; and (4) training school staff members in the usage of new and unfamiliar equipment.

Current Needs: Area Offices have identified school construction needs of $450 million. The need has been steadily increasing during the recent years of reduced expenditures. School facilities condition and design have led to rapidly escalating costs for plant maintenance and operation. Assistance is required to insure effective budget presentations and the construction of facilities designed to meet educational needs.

Implementing the realignment without causing loss of service potential in the education programs.

Technical Consultation

Central Office participation in program development should focus on policy development, fund advocacy, resource brokerage, and leadership to Area office staffs. There should be far less direct involvement in setting up specific programs except in rare instances of new and unfamiliar pilot efforts. Even here the effort should be to involve and develop responsibility for the conduct of the programs at the operational levels. Consultant services in specialized curriculum fields belong at the lowest possible organizational level. Attempts to centralize such services can lead to an endless proliferation of staff.

Evaluation and Review

The participation of Central Office staff in setting up guidelines and monitoring the program in operation is essential. Nevertheless, the ultimate goal of evaluation is to complement the complete program renewal cycle. Without intimate involvement and acceptance of responsibility upon the part of operational staffs no truly significant results can be accomplished. As with other aspects of technical consultation, the leadership and catalytic action of Central Office personnel will require a high order of skill and ability to accept a staff role which is supportive rather than coercive or threatening.

Correspondence from Congress, Indian people and general public

Central Office staff have moved toward a practice of answering inquiries directly - occasionally involving commitments of time and resources. Under the realignment it is essential that all correspondence and commitments involving a single Area office be referred to, and handled within, that Area. Only general policy matters, inter-Area problems, or appeals from Area determinations should be handled at the Central Office level.

Budget Justifications and Fund Allocations

Centralizing this function within the Bureau poses both positive and negative implications. The avoidance of overlapping activities is a desirable end; however, communication between the centralized supporting services and the programs they support is essential to preserve the quality of educational services and equality of opportunity for students throughout the Bureau system. Program and budget standards must be an active concern of the Central Office education staff. The primacy of program needs should be reflected in the controlling voice which education staff should be able to exert from the school through the Area office level. The Kennedy Senate Subcommittee found that education's inability to achieve program control at these levels was the most incredible feature of what they termed an administrative situation that "could hardly be worse."

Administration of Flow-through Monies

The U.S. Office of Education has proven receptive to the delegation of more responsibility for project approval and monitoring to the Area office level. Final approval authority and audit responsibility is still required of the Central Office staff. However, it is felt that further transition toward greater responsibility and authority for Title program operation can and should be developed in the future.

School Facilities Planning

In lieu of personal contact at the local school level for long-range planning, the Division will need to restrict its relationship to Area offices, offering guidance in how best to develop sound construction justifications involving local input. Equipment purchasing and installation should focus on the compilation of recommendations and liaison with GSA to minimize problems which might arise from improper substitutions, delays and warehousing difficulties. Training might be more effectively handled through the preparation of training manuals by Central Office staff for implementation by staffs at lower levels. Since the construction of a school could generate a substantially increased and unfamiliar workload for Area offices under the realignment plan, some assistance is necessary. An alternative which should be explored would be for each construction project to authorize funds to be allocated to the Area from which a project coordinator could be hired. Training could be provided by the Division of School Facilities and the coordinator could then function within the Area education office to coordinate all aspects of the school construction activities within the area - from planning through equipment purchase, installation and training. Such a coordinator could also be working on the development of long-range construction plans for other projects. In Areas with a substantial construction back-log and current effort there should be no difficulty in funding a full-time position from the monies available within the construction budget.

Teacher Recruitment

Unquestionably an activity which belongs to the Area and lower level offices. However, the return of this responsibility to the Areas will require the redevelopment of relationships between those offices and the U. S. Civil Service Commission in the Regions which serve them. Areas should be advised as soon as possible, offered assistance in establishing the most effective procedures, and the Areas with the greatest recruitment problems authorized to hire additional staff (possibly-Navajo (2), Juneau (1).)

Cultural Studies

Many of the activities of this unit, particularly the support of tribal history development could be continued through absorption of the program by the Institute of American Indian Arts. This could be easily accomplished provided the funding and staffing of IAIA provides for it.

National Indian Training Center

Most of the activities of this Center are definitely Area office responsibilities. Some consideration should be given, however, to specific courses which one or more of the post-secondary boarding schools might offer to Indian adults.

Film Production and Distrubtion Unit

There is no viable, cost-effective alternative to a centralized film library. Since it is essential for Indian children to have access to educational films, yet the service is an operational one that does not meet the criteria for Central Office functions, there are several alternatives. One would be to assign the Unit to a school or Area office with the necessary fiscal and administrative assurance to guarantee the integrity of the Unit as a National-wide service. If the production of films to serve Bureau educational and informational purposes is an important priority, however, a reporting point for the Unit at a higher level would seem to be a more desirable alternative. In either case, staffing should be allotted from operational quotas and not considered as part of the Office of Education Programs Central Office allottment.

APPENDIX G

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OFFICE OF INDIAN EDUCATION PROGRAMS

Director's Office

Director, GS-17
Secretary, GS-9
Deputy Director, GS-14-15
Education Clerk, GS-6

Internal Services

Chief, GS-15
Secretary, GS-7
Administrative Officer, GS-14
Education Specialist, GS-14
Education Specialist, GS-12/13/14
Fiscal Analyst, GS-11
Clerk Typist, GS-4/5

Professional Relations

Chief, GS-15
Education Specialist, GS-12/13/14
Secretary, GS-7

Indian Education Resources Center

Administrator, GS-15
Supervisory Education Specialist, GS-14
Administrative Assistant, GS-7
Secretary, GS-7

Evaluation, Research and Development

Chief, GS-15
Secretary, GS-7
Clerk-Stenographer, GS-5
Education Specialist (Bi-Lingual/Bi-Cultural), GS-12/13/14
Education Specialist (Research), GS-12/13/14
Education Specialist (Administration & Secondary Education), GS-12/13/14
Education Specialist (Evaluation), GS-12/13/14
Education Specialist (Home Living), GS-12/13/14
Education Specialist (Early Childhood), GS-12/13/14
Education Specialist (Elementary Education), GS-12/13/14

Continuing Education

Chief, GS-15
Secretary, GS-7
Education Specialist, GS-14 (Adult Ed.)
Education Specialist, GS-12/13/14 (AVT)
Education Specialist, GS-12/13/14 (Higher Education)
Program Assistant (GS-7/9
Clerk-Stenographer, GS-4/5

Educational Assistance

Chief, GS-15
Secretary, GS-7
Program Analyst, GS-14
Supervisory Education Specialist (JOM and Contracts, GS-14
Secretary-Stenographer, GS-5
Supervisory Education Specialist (Special Programs), GS-14
Education Specialist (Title III), GS-13
Supervisory Education Specialist (Title I), GS-14
Education Specialist (Title I), GS-13
Education Specialist (Title I), GS-13
Education Specialist (Title I), GS-12

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Special Title Program Staff (Temporary)

Title I

Education Specialist, GS-12
Budget and Accounting Assistant, GS-9
Clerk-Stenographer, GS-5
General Clerk (Typing)

Title VI

Education Specialist, GS-11

School Facilities

Chief, GS-15
Secretary, GS-7
Supervisory Education Specialist, GS-14
Education Specialist, GS-13
Education Specialist, GS-13
Education Specialist, GS-13
Education Program Specialist, GS-12
Education Specialist, GS-9
Supply Management Specialist, GS-9
Clerk Typist, GS-5

APPENDIX H

BIA CENTRAL OFFICE EDUCATION FUNCTIONS AND THEIR ORGANIZATION

Morris Thompson
Commissioner

William J. Benham, Jr.
Acting Director
Office of Indian Education Programs

Bureau of Indian Affairs
Office of Indian Education Programs
1951 Constitution Avenue, NW
Washington, D. C. 20242

March 8, 1974

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BIA CENTRAL OFFICE EDUCATION FUNCTIONS AND THEIR ORGANIZATION

Introduction

Recent discussions of the organizational structure of the BIA Central Office have involved Education in a significant manner. There are a number of reasons for the significance of Education, but paramount among them is perhaps the fact that it is not only the Bureau's largest program, but it is considered indispensable by the Indian people themselves. Immediate concerns pertaining to the Central Office of BIA Education are centered around developing and staffing it in such a manner as to support field operations with efficiency and competence. The following discussion is based on the concept of a Central Office Education role and function that is similar to that of a state department of education in providing policy guidance and leadership. This concept, then, serves as the first limitation to the discussion.

An important limitation to the discussion is related to the basic organizational concept which emanated from Assistant Secretary Bodman's memo of January 18, 1973. This memo called for operations to be assigned exclusively to Areas and for Central Office functions to be exclusively staff. He also called for the BIA to "Reduce non-essential support staff in the Central Office." Should this concept change, then most of the positions and recommendations developed in this paper will have to be modified.

Another limitation of the discussion pertains to a necessity to staff with general purpose professionals as contrasted to content specialization.

This is a result of placing a staffing limitation on personnel assigned to the Office of Indian Education Programs. It does not mean that there will be no specialists on the Central Office staff. But it does mean that the priority will be placed on the type of staff who can meet a variety of education needs. When content specialists are used, their content speciality will be secondary to the generalist function. Most Central Office Education employees will, of necessity, be generalists. Content specialist refers to the professional who deals, for example, in art, science, math, counseling and guidance, etc.

A fourth limitation to the discussion is that it deals primarily with those functions that recent plans have indicated may be dropped from Central Office Education. Most of this paper will deal with an analysis that relates to dropped functions.

Discussion

Table One, which follows, provides a description of the total Central Office Education functions. It shows about what they are today, March 1974, and what they have been planned to be by the end of the 1974 Fiscal Year. It should be noted that the term "about" has been used to describe the current situation. This approach seemed advisable inasmuch as the current situation changes almost daily with transfers, deaths, retirements, etc. among personnel which support the various functions. However, for planning purposes and decision-making, the paper should be more than sufficient to provide a summary that succinctly illustrates those functions that are to be dropped and to provide some recommendations relative to them.

Table One -- Analysis of Functions for the Office of Indian Education Programs
WASHINGTON BASED

CURRENT SITUATION			PLANNED SITUATION			DIFFERENCE BETWEEN CURRENT AND PLANNED	
Function	Personnel	Tot	Function	Personnel	Tot	Function	Personnel
1. Program Direction, Office of the Director	1 Director 2 Secretaries 1 Deputy	4	Same	Same	4	Same	0
2. Internal Services, Fiscal Planning, with administrative support Policy and Standards	1 Division Chief 1 Secretary 3 Professionals	5	Fiscal and administrative support	1 Division Chief 1 Secretary 3 Professionals 1 Admin. Assistant 1 Clerk Typist	7	Policy and Standards function assigned to all divisions, communications function assumed	+ 2
3. Communications	1 Chief 2 Assistants	3	Function moved to Internal Services		0	Function moved to another organizational location	- 3
4. School Operations Coordination and Professional Relations Title I ESEA Liaison	1 Chief 1 Assistant 1 Secretary 4 Professionals	7	Professional Relations	1 Division Chief 1 Secretary 1 Professional	3	School Operations function dropped, Title I liaison moved to another division	- 4
5. Legislative Review and Policy Development	1 Division Chief 1 Secretary 2 Professionals	4	Not included in planned situation		0	Legislative Review and Policy Development as conceived in this Division moved out of Education to another program office.	-4
6. Adult Vocational Training	1 Division Chief 1 Secretary 3 Professionals	5	Moved to another division		0	Function moved to Division of Continuing Education	- 5
7. Evaluation and Program Review	1 Branch Chief 1 Secretary 2 Professionals	4	Dropped from planned situation		0	Dropped from Washington based staffing; picked up in Albuquerque	- 4

Table One -- Analysis of Functions for the Office of Indian Education Programs

FIELD BASED

CURRENT SITUATION			PLANNED SITUATION			DIFFERENCE BETWEEN CURRENT AND PLANNED		
Function	Personnel	Tot	Function	Personnel	Tot	Function	Personnel	Tot
8. Administrator, IERC	1 Administrator 1 Secretary 1 Deputy 1 Admin. Assistant 2 Ed Specialists	6	Same	1 Administrator 1 Secretary 1 Deputy 1 Admin. Assistant	4	Same	- 2	
9. Educational Assistance Johnson O'Malley USOE Title Programs	1 Division Chief 1 Secretary 8 Professionals	10	Same	Change one Secretary from temporary to permanent	11	Same	+ 1	
10. School Facilities Plan and coordinate program aspects of school construction	1 Division Chief 2 Program Assistants 9 Edu. Specialists 3 Clerk Typists 2 Supply Clerks 1 Training Specialist	16	Combine some functions and move some to Area level of operation. Mostly concerns purchase of equipment and training. Program function and some training retained	1 Division Chief 1 Secretary 4 Education Specialists 1 Ed. Program Spec. 1 Ed. Program Asst. 1 Supply Mgmt Spec. 1 Clerk Steno	10	Changed regarding equipment purchase and training	- 6	
11. Post Secondary and Adult Education	1 Division Chief 2 Secretaries 6 Professionals	9	Change in name to Division of Continuing Education. Out-of-Class Acts, psychological service, NITC, and special education dropped. AVT and Adult Ed. functions absorbed by Albuquerque staff.	1 Division Chief 1 Secretary 1 Clerk-Steno 3 Education Specialists 1 Program Assistant	7	Change in function to focus more directly on post-high school education and training. AVT added.	- 2	

Table One -- Analysis of Functions for the Office of Indian Education Programs
FIELD BASED

	CURRENT SITUATION			PLANNED SITUATION			DIFFERENCE BETWEEN CURRENT AND PLANNED		
	Function	Personnel	Tot	Function	Personnel	Tot	Function	Personnel	Tc
12.	Program Review and Evaluation Includes educational evaluation, curriculum development and educational research	1 Division Chief 2 Secretaries 5 Professionals	8	Changes involve dropping the Washington-based operation and the music function located in Santa Fe. Change name to focus more directly on evaluation, research and development.	1 Division Chief 2 Secretaries 7 Professionals	10	Drop the specializations	+ 2	
13.	Physical Education and Recreation	1 Division Chief	1	Consolidate with another division. Organizationally, this function relates better under an already established division.		0	Transferred to another division.	- 1	
14.	National Indian Training Center Training Indian tribal leaders, school board members, etc. Educational material production and educational professional library	1 Supervisory Edu. Spec. 1 Admin Officer 3 Clerical 9 Professionals	14	Drop training, materials development and professional library functions. Functions assumed by Areas.		0	Functions dropped by Central Office and unit eliminated.	- 14	
15.	Film Production and Distribution	1 Chief 4 Supporti-- staff	5	Drop Film Production and Distribution from Central Office policy staff. Assume as operational unit.	5	0	Function maintained but unit eliminated from basic Central Office policy guidance staff considerations	- 5	

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Table One -- Analysis of Functions for the Office of Indian Education Programs

FIELD BASED

CURRENT SITUATION			PLANNED SITUATION			DIFFERENCE BETWEEN CURRENT AND PLANNED		
Function	Personnel	Tot	Function	Personnel	Tot	Function	Personnel	Tot
16. Cultural Studies and Research Ctr. Develops cultural materials cooperatively with tribes. Assists in community planning with a cultural base. Applies products to Indian Affairs in general	1 Director 1 Secretary	2	Move to another Program office or drop		0	Disposition of this function is important. It deals across-the-board with Indian Affairs and only occasionally with Education	- 2	
TOTALS		103			56		- 47	

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Dropped Functions

Table Two provides an evaluation summary regarding the dropped functions. The six criteria used to evaluate each function are described so that a better understanding of the assessment approach is achieved.

Criterion One: Relationship to Self-Determination

Each Central Office function in Education should directly support the policy of Self-Determination as it relates to the Education activity, per se. Specifically, this refers to assisting tribes to assume control and to become involved in education.

Criterion Two: Supports Education Goals at National Level

This criterion addresses the question, "To what extent does the function relate directly to the BIA Education goals?" More specifically, the goals contained in the BIA Manual and those being revised. Partial relationships are not given credit in the evaluation design.

Criterion Three: Education Specific

This criterion concerns the extent to which the function deals with Education only. In some instances, there are functions that do have something about them that relate to the Education program. Some functions now in Central Office Education have only partial relationships to Education. This criterion reflects the belief that the Central Office Education staff should, insofar as possible, concern itself with the Bureau's Education program, only.

Criterion Four: Supports the Education Accountability Effort

This criterion concerns the extent to which a function is related to developing accountability mechanisms and corresponding information. It, however, does not imply that the Office of Education has management information as a basic assignment. This criterion relates to strength of the functions relationship to education information. For instance, the Bureau's Higher Education function bears a direct and strong relationship to accountability as this program provides data about a very important aspect of the education program.

Criterion Five: Supports a Non-Operational, Staff Arrangement

This criterion has already been partially mentioned in the Introduction and in criteria two and three. It pertains to the extent to which a function supports a Central Office concept similar to that of a state department of education or to one which provides non-operational types of services. Those functions that are directly related to schools or to tribes are considered to have strong operational ties and to be minimal regarding their staff role.

Criterion Six: Professional Generalist

Professional generalist refers to the second limitation. That is, does the function require highly specialized personnel to carry it out or can a general professional in education do the job? Content specialists have a low priority in the planned structure of the Central Office Education.

There are some general considerations that have also been included in the assessment. One of these is the manner in which a unit has operated and what it has been performing. Another is the strength of the relationship. Many of the dropped functions obviously do bear a relationship to all the criteria. However, they are not specifically educational and therefore have some but not a sole relationship to education. Table Two presents a summary assessment of the 11 dropped functions.

In the following discussion, it should be realized that those dropped functions that rated lower than five are considered to have only a moderate or lower relationship to the Office of Education Programs general responsibilities.

1. Education Materials Production: (Personnel involved: 3) It can be seen from Table Two that this function supports all of the six criteria and, therefore, should be a part of the Central Office of Indian Education. In fact, this one resource is vital to the staff concept and the awkward current situation should be looked at closely.

Recommendation: The materials production function should be retained and should be consolidated and made a part of the Albuquerque based operation. If this is not possible because of staff limitations, consideration should be given to assigning personnel and function to areas where they would have Bureau-wide usage.

2. Professional Library: (Personnel involved: 2) The professional library, for Bureau-wide purposes supports the production and dissemination of educational materials. It is useful and should be maintained.

Recommendation: The professional library should be retained but should be moved to another location. First priority would be to consolidate it in Albuquerque. A second option would be to move library and staff to a school where there is plenty of space and the potential for extended service.

TABLE TWO

EVALUATION OF DROPPED FUNCTIONS

FUNCTION	RATING	1. Relationship to Self-Determination	2. Educational Goals	3. Education Specific	4. Supports Education Accountability Effort	5. Non-Operational-Staff Function	6. Professional Generalist
1. Education Materials Production	6	X	X	X	X	X	X
2. Professional Library	6	X	X	X	X	X	X
3. Film Distribution	6	X	X	X	X	X	X
4. School Facilities equipment purchase and training	3		X	X	X		
5. Psychological Counseling	3		X	X	X		
6. Music	3		X	X		X	
7. Legislative Review and Policy Development	2	X				X	
8. Training tribal members	2	X			X		
9. School Operations Coordination	2		X	X			
10. Cultural Studies and Research	1	X					
11. Physical Education and Recreation	1		X				
12. Safety	1		X				
13. Film Production	0						

3. Film Distribution: (Personnel involved: 5) This is a strong Education function that is needed at the Central Office level. It is an operational service, but one which not all Areas could assume on a cost-effective basis.

Recommendation: Film Distribution should remain a part of the Central Office of Indian Education Programs, but staffing should not be chargeable to the policy guidance role of the Central Office. It should be located geographically in such a manner as to provide coordination and efficiency of services in education.

4. School Facilities equipment purchase and training: (Personnel involved: 7) This function does bear a strong relationship to education. It has a problem in that it also bears a strong relationship to the operational level of the education program. The saving factor is that it is highly specialized as it relates to new equipment for new facilities. In this respect, it does represent a loss which must either be picked up by the Areas or retained at the Central Office.

Recommendation: The school facilities and equipment purchasing and training function should be removed to the Area level of operation, following a period of transition. Some contract possibilities are also inherent in this activity.

5. Psychological Counseling: (Personnel involved: 2) This is a highly specialized function that bears a strong relationship to local school operations. Its role at the Central Office level would be primarily coordinative and could be accomplished by incorporating it within another more generalized function.

Recommendation: Psychological Counseling should be dropped and basic responsibility shifted to the Areas and Schools, unless additional staff is available at the Central Office.

6. Music: (Personnel involved: 1) This function was once a part of the Institute of American Indian Arts and was moved to the Central Office level of operation only to be accommodating to the Superintendent who did not get along with the Music Specialist. This function is similar to psychological services in that it is too specialized and of a low priority in basic curriculum areas to relate strongly to the proposed concept of Central Office Education.

Recommendation: This function should be transferred to an Area Office or to the Institute of American Indian Arts.

7. Legislative Review and Policy Development: (Personnel involved: 4) The manner in which this function is described indicates that it relates strongly to tribal operations, to Congress and to the Department. It bears

only a partial relationship to Education policy and services. As conceived, it does not seem feasible for Central Office Education to support a function that deals primarily to the legislative process and tribal politics. While the Bureau very definitely needs and does stay abreast of such activities, it not thought that such direct involvement should be a part of the Office of Indian Education Programs.

Recommendation: Legislative Review and Policy Development should be transferred to a program office other than Education. This is logically the congressional and legislative affairs or the Intergovernmental Relations staff.

8. Training tribal members: (Personnel involved: 8) Training tribal members pertains to preparing individuals in a number of capacities, one of which may or may not be for education purposes. Training of school board members would be an education purpose and would relate strongly to the education function. However, education as a training purpose from among eight or ten non-education purposes tends to minimize its importance to education. It is also contended that training such as this should be handled by Area Offices.

Recommendation: The training function should be dropped from Central Office Education and moved to the Area Office level of responsibility. It might also be considered for contracting to tribal groups. Additionally, Haskell Institute has expressed an interest in assuming the training function and making room for it on the campus.

9. School Operations Coordination: (Personnel involved: 9) This function relates strongly to a Central Office concept which includes school operations. Changing the Central Office to one that is strongly staff, makes this function unnecessary.

Recommendation: It is recommended that the staff who were performing education duties in School Operations Coordination be placed organizationally in the "Eastern Area Office." Eastern Area Office pertains to the tribes in Florida, North Carolina, Mississippi, and New York, and related activities. The Eastern Area Office has no Education personnel and has relied on the School Operations Coordination staff since its creation.

10. Cultural Studies and Research: (Personnel involved: 2) There is much to be said for the Cultural Studies and Research Center and the fact that it does not rate high as an Education activity is not a negative assessment. It is thought that this function more appropriately belongs in another program office. While some of what it does relates to Education, its total range of involvements do not. It is a very strong and vital unit, but not strictly in Education.

Recommendation: The Cultural Studies and Research Center should be transferred from Education. It should be aligned organizationally with the

Institute of American Indian Arts, on whose campus it is located, or it should be placed under the Commissioner of Indian Affairs. This recommendation is based on the perception that it relates more strongly to the broad total range of the Commissioner's Office or to the broad program range which typifies the humanities in colleges and universities.

11. Physical Education and Recreation: (Personnel Involved: 1) This function relates strongly to the vital Indian Athletic Hall of Fame and to other non-Education activities. It is not staffed by professional educators at the present time and does not have a high priority in the education goals of the Bureau. It is thought that only those functions that relate strongly to the education goals should be included as specialities at the Central Office level of the Education activity.

Recommendation: The physical education and recreation function should be transferred from the Central Office level of operations to a school, or an Area Office. Haskell Indian Junior College would be a good location.

12. Safety: (Personnel involved: 1) This function, like other content specialities should be moved to the Area Office level of operation.

Recommendation: Move to Area Office level of operation.

13. Film Production: (Personnel involved: 2) The film production function has increased in recent years and while the majority of the films have been education oriented, they have not been exclusively so. Most of the production costs have been borne by the Area Offices with the film production staff performing a technical and coordinative role together with filming.

Recommendation: The film production function could be placed in another office, such as Public Affairs, although additional staff would be required due to the fact that Film Production and Distribution are operated as a single unit with staff serving in both capacities. The operation should be held intact, therefore, and left with the major user - Education.

Though mentioned in some of the discussion above, it should be pointed out that most all the functions should be given consideration regarding contracting to tribal groups. Contracting, as a method of providing Central Office services should be looked at and entered into when feasible.

One important function, Adult Vocational Training (AVT), has been moved organizationally under the Office of Indian Education Programs. This is an additional function which was previously handled by five positions. In Education, it is planned that AVT would be handled by one position. There is a need for additional personnel to handle this function.

In addition to AVT, there are several of the dropped functions that are considered necessary to a minimal Central Office activity. While these have been discussed above and recommendations made relative to them, another alternative would be to retain them as Central Office functions. Those dropped functions considered essential to a minimal Central Office Education function are:

Education Materials Production
Professional Library
Film Distribution

The above listing does not represent a priority or ordering of the importance of the function.

Table Three, which follows, shows a summary of functions and the requisite number of positions required to provide minimal Central Office services, (both policy guidance and operational) above the base of 56. The functions shown are a combination of the additional AVT, the dropped functions considered necessary to a minimal Central Office function and other functions which would be impaired by the approximately 50 percent reduction in Central Office Education staff.

In conclusion, it should be realized that the BIA Central Office could achieve much strength by consolidating and trimming some of its functions. It is also apparent that there are some functions considered vital to Education that are being omitted from the Central Office due primarily to the fact that there will be insufficient personnel ceiling available to provide the needed services. Additional positions are needed in order to provide minimal services in Education.

TABLE THREE

POSITIONS NEEDED ABOVE 56 - EDUCATION
(Unless placed outside of Education - C. O.)

PRIORITY	FUNCTION	PERM. POS. NEED
	FOR POLICY GUIDANCE	
1	General Support in the Director's Office	4
2	Special Education for Handicapped Students	2
3	Out-of-class activities, Recreation, etc.	3
4	Adult Vocational Training	1½
5	Professional materials preparation and dissemination, including library	3
6	Cultural Studies development	2
7	Evaluation with computer techniques	1½
8	Adult Education	1½
9	Psychological Services	1½
	TOTAL	20
	FOR OPERATIONS	
1	Film distribution to Bureau schools	5
2	New construction equipment purchase and installation (to be phased out)	7
3	Cultural Studies contract negotiation	2
4	Film production	2
5	Training center operation	6
	TOTAL	22

It should be kept in mind that the above needs are considered minimal. This likewise implies that given a basic minimum of say 56 positions for the BIA Central Office Education, there is the possibility that minimal functional requirements cannot be met.

Before closing, a distinction needs to be made between functions and personnel or positions. They are not the same in meaning. A person who works in a curriculum speciality under the current situation could change positions and perform general duties under the planned situation. Job retention is not directly related to current duties and an employee may have the opportunity to change jobs and continue to perform duties at the Central Office level of operations.

APPENDIX I

United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
WASHINGTON, D.C. 20242

IN REPLY REFER TO:

Indian Education Programs

April 5, 1974

Memorandum

To: Chief, Division of Management Research & Evaluation
Attention: Warren Kiersted

From: Acting Director, Office of Indian Education Programs

Subject: Justification for Over-Ceiling Positions - Education

The following is our justification statement for additional staffing for the Office of Indian Education Programs.

Director's Office - (7 positions) Under the imposed ceilings, a reduction of 18 positions (from 32 to 14) would be required. This would provide only 8 professionals to support the Director in Washington, D. C., in liaison with Federal and other agencies, in the analysis of new and proposed education legislation, in the development of budget justifications, review of fiscal accountability in education programs and other professional concerns. The seven additional positions would include 5 professional and 2 clerical to strengthen the office in providing the services noted above.

INDIAN EDUCATION RESOURCES CENTER

Continuing Education - (2 positions) The proposed staffing would eliminate 2 positions in Albuquerque from this Division along with 1 in Washington, D. C. At the same time, the responsibilities for the AVT program currently handled by 5 positions are being assumed by Education within this Division. The two additional positions would be for adult vocational training and vocational rehabilitation programs.

Evaluation, Research and Development - (1 position) Staff of this Division would be reduced by 2 positions under the proposal together with 3 positions in two related Divisions (Cultural Studies - Physical Education and Recreation). Still, increasing emphasis in the program review function for which this Division is responsible is expected to be provided. The additional position would work in the area of student health, physical education and recreation.

School Facilities - (4 positions) A total of 6 people would be displaced (7 others have been lost recently) in order to come within the proposed ceilings. This would eliminate the functions of equipment purchase, installation and training for new school construction. This might be picked up by Areas, possibly involving contracting, but a planned transition is necessary to prevent disastrous consequences in getting new schools equipped and ready for use. The 4 additional positions would maintain this service.

Media Services - (3 positions) The entire film distribution unit involving 3 permanent positions would be eliminated under the proposal which remanded all operating functions to the Areas. Since Area Offices would not be able to staff and operate their own film circulation libraries without a large increase in total staff and funds, a discontinuance of this service would lead to a large number of Indian school children having few, if any, educational films available for instructional purposes. The 3 additional positions will carry on this service.

Acting Director, Office of Indian
Education Programs

APPENDIX J

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BUREAU OF INDIAN AFFAIRS
CENTRAL OFFICE ORGANIZATION
PRELIMINARY PROPOSAL

By

COMMISSIONER OF INDIAN AFFAIRS

April 26, 1974

BRIEFING MATERIAL

BUREAU OF INDIAN AFFAIRS
CENTRAL OFFICE ORGANIZATION
PRELIMINARY PROPOSAL

CONTENTS

Statement on Proposal

Proposed Organization Structure - Attachment A

FY-73 Organization Structure - Attachment B

Staffing Pattern Changes FY 73/FY 74 (proposed) - Attachment C

Major Personnel Displacements - Attachment D

United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
WASHINGTON, D.C. 20242

IN REPLY REFER TO:

BIA CENTRAL OFFICE ORGANIZATION
RECOMMENDED BY
COMMISSIONER OF INDIAN AFFAIRS
April 26, 1974

This organizational alignment is designed to accomplish those goals outlined in Secretarial Order 2954, namely, transferring day-to-day operational activities to field offices, reducing nonessential Central Office support staff, and increasing the effectiveness of the delivery system of services to Indians. It will enable the Bureau to concentrate major efforts toward the Federal trust responsibility.

The number of positions needed to effectively carry out essential Central Office functions is 759. The recommended staffing pattern for the new structure is as follows:

Organizational Unit	Staff Level
Commissioner's Office	13
Congressional & Legislative Affairs	8
Public Information	9
Intergovernmental Relations	5
Policy Planning	8
Office of Indian Service	56
Office of Tribal Resource Development	53
Office of Trust Responsibility	58
Office of Indian Education Programs	75
Office of Administration	474
	759

The structure of the subordinate units and the modifications to Secretarial Order 2954 are based on the comments and views of Indian leaders and other interested parties where such changes were considered to be an improvement over the Secretarial Order plan. Modifications to the organization established by Secretarial Order 2954 are as follows:

1. The Secretarial Order provided for an Office of Public Affairs. It is now divided into two offices reporting directly to the Commissioner, a Congressional and Legislative Affairs Staff and a Public Information Staff.

2. A new office, the Policy Planning Staff, is established to assist the Commissioner in policy formulation and long-range planning. This capability is needed to focus on the complex and controversial policy questions facing the Bureau of Indian Affairs.

3. A new office, the Intergovernmental Relations Staff, is established to provide a central coordinating effort for the Bureau's relationships with other organizations in the Federal establishment.

4. The Committee on Internal and Field Operations is discontinued. The Bureau management will still be one of close coordination between Central Office and field officials but with strong direction and policy guidance by the Commissioner. However, formalization of the Committee into the organizational structure of the Bureau is considered unnecessary.

5. The Rights Protection function, including water rights, is established as a direct responsibility of the Director of Trust Responsibilities and the staff functioning in this area will report directly to him, which will give the high level focus deemed necessary in this critical area.

In implementing the Secretarial Order goals, of transferring day-to-day operations to field offices and reducing nonessential Central Office support staff, the number of Central Office installations in the field will be reduced. Specifically, the following special offices will be discontinued:

1. Forestry Service Center (Denver, Colo.) whose functions of forest inventories will be absorbed by the Portland Area Office with no additions in position or employment ceiling at Portland. Portland Area utilizes the major portion of forest inventory services and will service other Areas as needed. Areas will perform their own coordination with the BLM Boise Fire Control Center instead of utilizing the Forestry Service Center.

2. Indian Technical Assistance Center (Denver, Colo.) whose functions of providing technical architectural and engineering services to Indian tribes will be transferred to the Division of Facilities Engineering in Albuquerque. The function of contracting with Indian action teams will be transferred to the Division of Job Placement and Training in Washington, D.C., since this function is closely related to job training.

3. Plant Management Engineering Center (Denver, Colo.) whose engineering functions will be absorbed by the Division of Facilities Engineering in Albuquerque. Much of the work will be contracted out.

4. National Indian Training Center (Brigham City, Utah) whose functions of providing training to Indian tribal leaders and education personnel will be absorbed by Haskell Indian Junior College in Lawrence, Kansas, with no additions in position or employment ceiling at Haskell. This transfer of function will include the professional library maintained at Brigham City.

5. Plant Design and Construction (Albuquerque, N.M.) whose function will be absorbed by the Division of Facilities Engineering with approximately 80% of previous workload to be contracted out.

This reorganization with the attendant realignment of functions and staffing patterns requires the invoking of Reduction In Force (RIF) regulations. The use of RIF procedures is necessary for moving present staff into the new positions.

A complicating factor in this reorganization action is the uncertain status of Indian preference brought on by the conflicting cases of Mancari and Freeman. The total impact of this factor at this time is uncertain.

While RIF procedures will be utilized it is expected that the number of employees involuntarily separated from Federal service will be kept at a minimum. The following actions will be taken to assist affected employees and minimize separations:

1. Selective freeze of all BIA Field positions for which displaced employees can be considered.

2. Outplacement arrangements for affected employees with the Bureaus and Offices within the Department of the Interior.

3. Overt efforts by BIA and Departmental Personnel Offices for outplacement in other Federal agencies.

4. Civil Service approval of relaxation of retirement rules to allow early retirement.

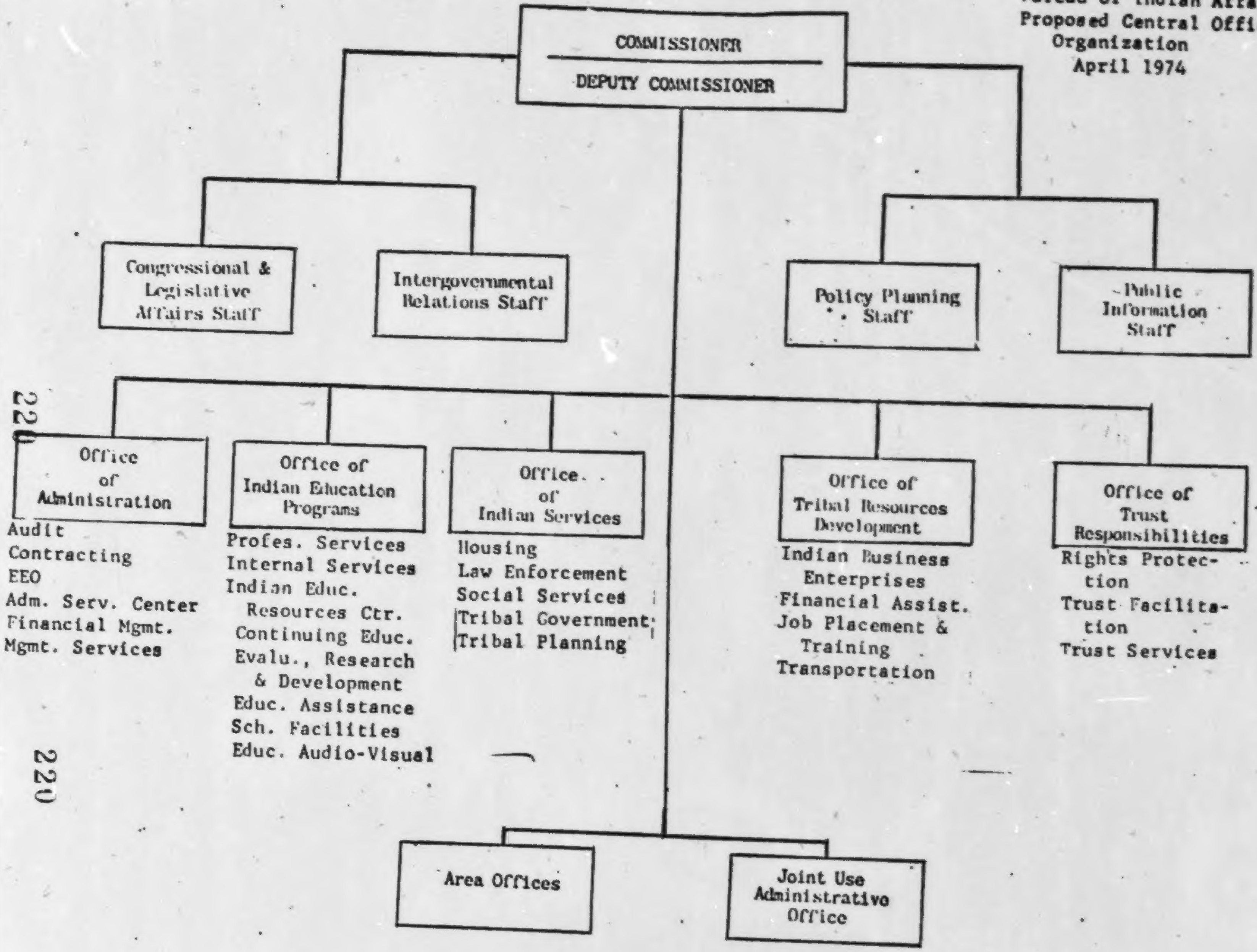
5. Implementation of Self Placement and Early Retirement training programs.

6. Possible considerations of time extensions on separation dates.

At this time it is not possible to identify the precise number of employees or the individuals that will be displaced by the reorganization. However, the major displacements have been preliminarily identified and are shown in Attachment D.

ATTACHMENT A

Bureau of Indian Affairs
Proposed Central Office
Organization
April 1974


COMMISSIONER
DEPUTY COMMISSIONER
Congressional & Legislative Affairs Staff
Intergovernmental Relations Staff
Policy Planning Staff
Public Information Staff
Office of Administration
Audit
Contracting
EEO
Adm. Serv. Center
Financial Mgmt.
Mgmt. Services
Office of Indian Education Programs
Profes. Services
Internal Services
Indian Educ. Resources Ctr.
Continuing Educ.
Evalu., Research & Development
Educ. Assistance
Sch. Facilities
Educ. Audio-Visual
Office of Indian Services
Housing
Law Enforcement
Social Services
Tribal Government
Tribal Planning
Office of Tribal Resources Development
Indian Business Enterprises
Financial Assist.
Job Placement & Training
Transportation
Office of Trust Responsibilities
Rights Protection
Trust Facilitation
Trust Services
Area Offices
Joint Use Administrative Office

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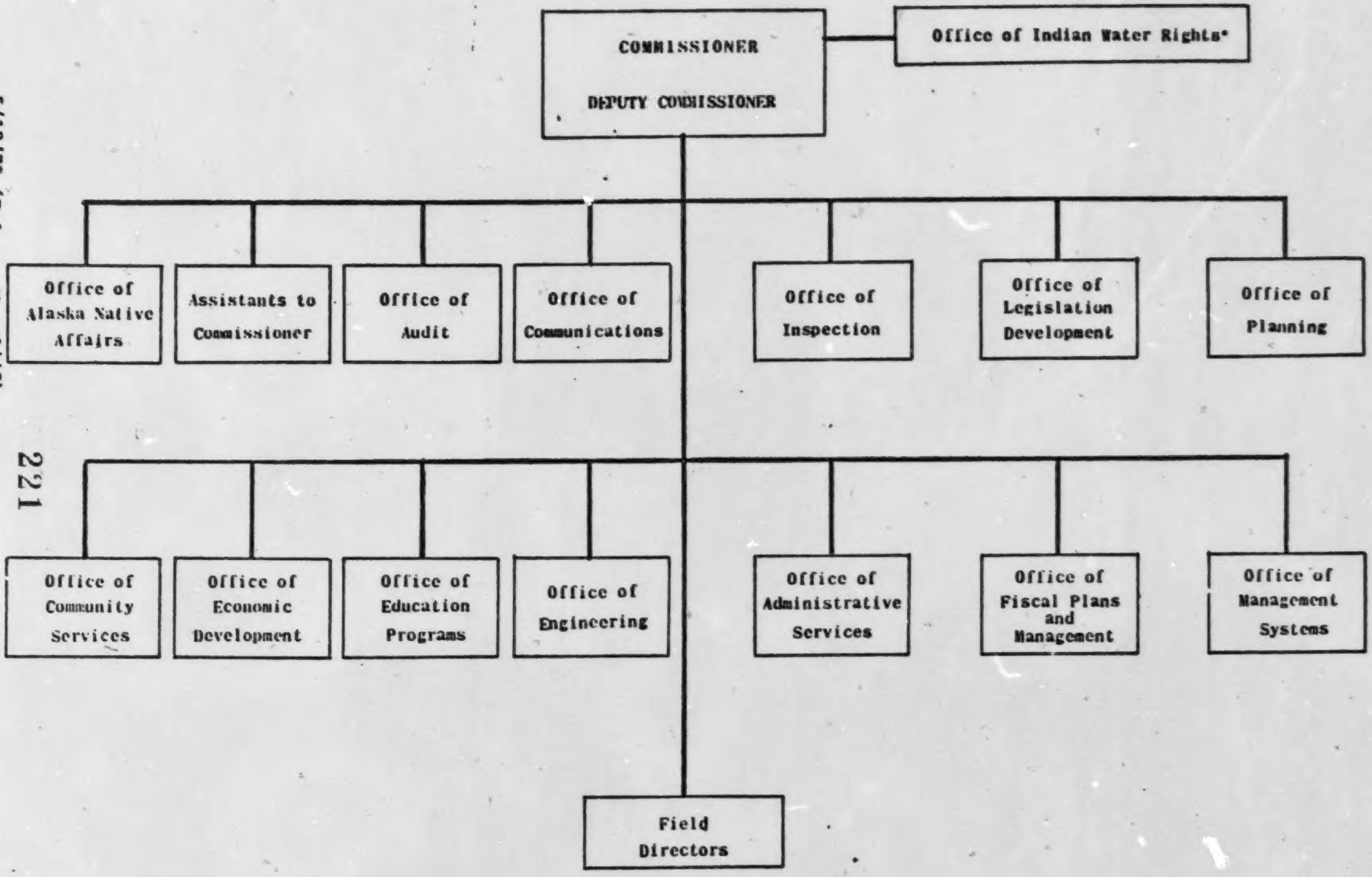
ATTACHMENT B

HEADQUARTERS ORGANIZATION - BUREAU OF INDIAN AFFAIRS


COMMISSIONER
DEPUTY COMMISSIONER
Office of Indian Water Rights*
Office of Alaska Native Affairs
Assistants to Commissioner
Office of Audit
Office of Communications
Office of Inspection
Office of Legislation Development
Office of Planning
Office of Community Services
Office of Economic Development
Office of Education Programs
Office of Engineering
Office of Administrative Services
Office of Fiscal Plans and Management
Office of Management Systems
Field Directors

*Reports directly to the Commissioner who reports directly to the Secretary on Water Rights matters.

ATTACHMENT C

BIA CENTRAL OFFICE
STAFFING PATTERN CHANGES
FY 73 - FY 74 (Proposed)

Organization Unit	FY 73 Staff Level	Proposed FY 74 Staff Level	Position Reductions	Position Additions
Commissioner's Office	43	13	30	
Congressional & Legislative Affairs	9	8	1	
Intergovernmental Relations	0	5		5
Policy Planning	0	8		8
Public Information	20	9	11	
Office of Indian Services	89	56	33	
Office of Tribal Resource Development	146	53	93	
Office of Trust Responsibility	107	58	49	
Office of Indian Education Programs	154	75	79	
Office of Administration	739	474	265	
	*1307	759	561	13

NET REDUCTION 548

*This is the total authorized positions for the Central Office. The actual number of positions which could be utilized was 980 . This total reflects the OMB imposed employment ceilings.

APPENDIX K

CENTRAL OFFICE EDUCATION AND THE INDIAN EDUCATION RESOURCES CENTER

Central Office Education of the BIA has had a "Field Technical Unit" based outside of Washington since about 1950. The Indian Education Resources Center in Albuquerque is the current field technical unit of the Office of Indian Education Programs. Historically, the field unit was located at Haskell, Intermountain Indian School, and more recently in Albuquerque.

The current IERC was established after a thorough review of the situation in April of 1971. This evaluation was headed by a non-Bureau evaluator assisted by Stanford Research Associates. When the 1973-74 realignment of the Bureau was made the justification for the Albuquerque IERC was reconfirmed. Hence, the existence of the IERC was the result of very careful study over a long period of time.

Experience with the BIA Central Office Education has indicated that there are two basic divisions of labor: (1) the "Boiler Room" characterized by relationships with Congress, the Department, other Governmental Agencies, and tribal delegations visiting Washington. (2) Technical-administrative work related to the professional aspects of running schools and running the government. Experience has shown that all too frequently the boiler room tends to dominate and to demand and get the attention of Washington based Education personnel. Hence, when the technical and boiler room personnel were mixed, the need for carefully developed programs, research, evaluation, curriculum development, and some aspects of administration programs went unmet. A dividing of Central Office Education was determined as the solution and a field unit was created. The need for a field technical unit has been reassessed from time to time during the past twenty years.

As organized, the Washington based personnel take care of fiscal matters, relations with other governmental agencies, tribal delegations, and Congress. The IERC in Albuquerque develops the back-up information for the Washington based personnel. The IERC is involved in research and evalaution, higher education, title programs, Johnson O'Malley, curriculum development, adult education, special education, and school construction. In practice, the two locations mean one strong Central Office of Indian Education for the Bureau of Indian Affairs. It is difficult or impossible to consider the Central Office without the field technical unit.

It is important to point out that the types of personnel assigned to the IERC are those that relate most frequently to Area Offices. This means that there is travel associated with their work. A special sub-study was made of the travel from Albuquerque as contrasted to other field locations. The result of this study indicated that there were significant savings to be made by locating certain personnel in Albuquerque. The savings in contrast to being located in Washington were even greater.

It is perhaps more to the point to list some of the projects that have been carried out in recent times by the IERC. For instance, the Bureau's program of Student Rights and Responsibilities had been assigned to Washington based personnel for three years and no progress had been made regarding it. It was assigned to the IERC and within a year a complete set of guidelines for the BIA Field Manuel and regulations for the Code of Federal Regulations had been formalized. When the Bureau needs assistance in developing evaluation projects, such as the Oklahoma Needs Assessment, the Early Childhood Needs Assessment, or the review of the Intermountain situation, they are assigned to the IERC. Such work requires a high level of technical competency which likewise requires an environment different from the Washington based Education office.

There is obviously much more than can be said regarding the IERC and the need for it. However, if more explanation is needed, it can be provided. It is important to understand that the current organization is based on much review of the situation over a long period of time and that all efforts are directed to providing the best services to Indian children in the schools.

APPENDIX L

August, 1971

THE FIELD LOCATION OF CENTRAL OFFICE PERSONNEL OF THE BIA OFFICE OF EDUCATION PROGRAMS

Recent changes in policy regarding Indian education have placed emphasis on the responsiveness of the Bureau of Indian Affairs to the needs of Indian peoples. This reorganization plan calls for a field location of those personnel providing consultative services at the operating level. The definition of "consultative services" is as follows:

> This major function of providing technical assistance to operating levels, conducted primarily by personal contact, is concerned with the continuous diffusion of methods, procedures, and practices essential to designing innovations and implementing tested improvements in education, including school facilities and teacher quality. It also provides technical assistance to other Central Office functions, including the "Title" programs.

It is important to note in the change of policy and reorganization of the Office of Education Programs that control of Indian schools is being shifted to Indian communities and the Bureau of Indian Affairs is attempting to respond accordingly. Consultative Services comprises those activities of the Central Office which relate most to the Indian communities. It is therefore thought that they should be located closer to where large populations of Indians reside.

Consultative services would be named FIELD SERVICES in the reorganization. They will be referred to in this manner throughout the remainder of this discussion.

What is proposed is that Field Services personnel be located somewhere in the Southwest. Preliminary investigations and analyses have indicated that the best location would be in the vicinity of Albuquerque, New Mexico.

It should be realized that the location of Central Office personnel of the Office of Education Programs in Albuquerque is not a new development. Personnel of the Central Office have been located in the West and the Southwest for at least 20 years. As of this writing, and before the reorganization, 28 employees are located in the vicinity of Albuquerque and 33 are located in Brigham City, Utah.

The recommendation that Field Services be located in the Southwest was based on a number of factors including population distribution. Figure 1, "Service Population Distribution, Bureau of Indian Affairs," shows the geographic location of Indian peoples in relationship to the United States. It reflects clearly that the largest concentration of Indian people who receive services of the BIA lies in the Southwest. Table 1 gives this same information with the added dimension of the student population of schools operated by the BIA in relationship to the various parts of the U. S.

Table 1 -- Service Population of the Bureau of Indian Affairs

Location	% BIA Service Population	% BIA School Population
Southwest (Albuquerque, Navajo, Phoenix Area Offices)	43	58
Midwest (Billings, Aberdeen, Minneapolis Area Offices)	20	19
Southeast (Central Office Agencies, Anadarko, Muskogee Area Offices)	19	7
Northwest (Portland, Sacramento Area Offices)	6	1
Alaska	12	15
Total	100%	100%

Figure 1 and Table 1 both reflect that Central Office functions that relate closely to Indian populations would be best located in the Southwest.

In the recent past the organization and location of education personnel that can be classified as falling within the definition of consultative services have been divided between Washington and Albuquerque. That is, a number of employees who are essentially consultants have been operating from Washington, D. C. Likewise, some have been operating from Albuquerque. The reorganization of the Office recommends that this type of service be brought together in one administrative unit, Field Services, and located in the vicinity of Albuquerque.

To do this will necessitate moving some employees from Washington to the Southwest and perhaps a few positions from Albuquerque to Washington. An analysis of this proposal indicates that such a move would place the Bureau of Indian Affairs in a better position to be responsive to the needs of Indian people.

Essentially, there are three types of functions that would be located in Albuquerque: (1) school facilities, (2) special programs, and (3) student services. Each of these is peculiar in that it operates best when located closer to Indian population. School facilities because they work with communities in the coordination of the planning, design, and construction of schools that reflect the local needs. Special programs because this is the "innovative" unit that willhelp start and guide pilot projects in individual schools. Student services because of the obvious advantages in greater proximity to more schools and more students.

The need and desire to improve the quality of schooling offered Indian children and youth necessitates accessibility to the local situation. Bilingual education and early childhood education are two examples. Both, according to research, are viable approaches to improved learning in educationally disadvantaged children. Both are a growing part of the Bureau's Education thrusts. Both require unusual contact with local situations and would be located in Albuquerque.

There is an economic factor associated with the changes. Basically, Albuquerque is close to Indian peoples and would require less travel costs in order to achieve the objectives of Field Services personnel. The following table defines what it costs to travel from Washington, D. C. to Albuquerque, and return:

Table 2 -- Washington-Located Field Service Cost Index

Factor	Cost	
Air Fare, Round Trip to Albuquerque	$220.00	
Per Diem, 2 days @ $25.00, travel time	50.00	
Ground Transportation, Taxi, Limousine	10.00	
Salary Loss, 2 days @ GS-13, Step 4	150.00	
Total		$430.00

Simply stated, it costs an estimated $430 for an education specialist to go to Albuquerque in order to perform services. This figure does not include per diem while in Albuquerque and is limited to travel time only.

Applying this cost to the travel of existing Washington Office personnel whom it is assumed would be located in Albuquerque, it was found that they made 54 trips to Albuquerque during the 1970 fiscal year. Table 3 shows this finding:

Table 3 -- Albuquerque Trip Costs--1970 Fiscal Year

No. of Employees	No. Trips to Albuquerque	Total Cost @ $430/trip
22	54	$23,220

It should be noted that the figures in Table 3 were based on the 1970 FY inasmuch as professional services for this period of time were closer to normal than was the case for 1971 FY. The Central Office of the Office of Education Programs located in Washington experienced a severe curtailment of professional services during the 1971 FY and this, coupled with a freeze on filling vacancies, reduced the function of the Central Office to little more than a clerical one. In effect, Table 3 indicates that at least $23,220 would be saved in travel alone if the Field Services were located in Albuquerque.

It should also be pointed out that professional services are lost in transit as one cost factor. That is, Washington-located field services personnel lose from one to two days' work time, time that could be used working with local people, while in transit between Washington and their field locations. A field location would reduce this loss of professional services and in some instances, would eliminate it altogether.

Though Albuquerque has been mentioned as the best location for the Field Services activity, considerable attention was given a comparison between Albuquerque and Phoenix. Both cities are located in close proximity to large Indian populations and both have facilities which would accommodate the Field Services unit. However, Albuquerque was favored over Phoenix for the following reasons:

There is a large Central Office function already located in Albuquerque and administrative services commensurate with the Field Services unit are extant. The School Facilities Division, which is located in Albuquerque, is an example. This Division has an ongoing set of relationships with the Indian Affairs Data Center and the Division of Plant Design and Construction. The Field Services unit would merely use the administrative services that have been established. In this respect, placing the Field Services in Phoenix would require a new set of administrative services involving a cost for more employees to man the administrative function. In Albuquerque, it is only a matter of using services and personnel that are already available.

Another finding used in the comparison of Phoenix and Albuquerque pertained to the proximity of the city to large Indian populations who receive educational services from the Bureau of Indian Affairs. While both are relatively close, Albuquerque is closer. This would especially be the case regarding the very large Navajo reservation and its capital, Window Rock.

In summary, it was found that a location in Phoenix, while preferable to Washington, was not superior to Albuquerque. In fact, it would be more expensive to operate out of Phoenix and the administrative services would be an added burden and expense. 233

In summarizing the above rationale, it was pointed out that a reorganization of the Office of Education Programs was necessary to better meet the challenges of the new policy. The basic policy of responsiveness to Indian needs was emphasized and in relationship to this policy, a Field Service unit to be located in Albuquerque was discussed.

An important aspect of the proposed move would be the improvement in quality of education for Indian children, which is the most basic reason for an Albuquerque-based Field Services unit. This part of it is almost impossible to quantify, but nonetheless, should be kept uppermost in mind.

Another aspect of the proposed location of Field Services in Albuquerque pertained to moving expenses. A review of the staffing patterns under the new organizational structure indicated that approximately 15 employees now residing in Washington would be moved to Albuquerque at an average cost of $3,500. The total estimated cost for this number of employees to move from Washington to Albuqueruqe is $52,500. Considering this cost in relationship to the savings in travel that could be realized, it would be regained in savings within at the most a two-year period of operations from Albuquerque.

It was noted that a field location of Central Office Education personnel was not new and that this had been occuring for the past 20 years, including the present. What was proposed was that the various functions of the Office of Education Programs be revised and realigned to relate:

- in a stronger manner to new policy
- to improved efficiency, and
- to economy in providing services.